

# National Civic Review

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July 1959

Volume XLVIII, No. 7

- ▶ Seminars Ponder Role of States
- ▶ New Roads to Truth — *Editorial*
- ▶ A 'Greenbelt' Blooms  
*Dale R. Johnson*
- ▶ Playing Winning Hand  
*Eileen Hartley*
- ▶ Progress in Arizona  
*David A. Bingham*
- ▶ St. Louis to Vote  
On Metro Plan



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# National Civic Review

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## News of the League

# Seminars Ponder Role of States

Three seminars focusing on the question of the future role of the states in the federal system were held recently by the League's State Constitutional Studies Project. The first two, on May 12 and May 26, met in the Osborn Room of the Carl H. Pforzheimer Building; the third, on June 5, in the Sloan Building on the campus of the Massachusetts Institute of Technology.

Participants attempted to define the future political and administrative functions of the states and to determine the functional areas in which the states' role may increase, diminish or change substantially.

Attending the first seminar were: Stephen Bergen, assistant director of research, The Conservation Foundation; Edward M. Kresky, executive assistant, New York State Temporary Commission on the Revision and Simplification of the Constitution; C. McKim Norton, executive vice president, Regional Plan Association; Joseph Prendergast, executive director, National Recreation Association; and Robert H. Ryan, director of area development, Committee for Economic Development.

Participants in the second seminar were: J. Donald Kingsley, executive director, Community Council of Greater New York; Sol Rubin, research director, National Probation and Parole Association; Karl Bosworth, professor of government, University of Connecticut; Thomas Hood, associate director, American Public Health Association; William



Photo shows participants in one of two seminars held recently in connection with the League's State Constitutional Studies Project. A third group met at the Massachusetts Institute of Technology in Cambridge.

C. Foster, editor, *The American City*; and James M. Cass, director, Development Division, National Citizens Council for Better Schools.

The Cambridge session brought together: Dean-Emeritus A. C. Hanford; Professors John M. Gaus, V. O. Key and Robert Marden; and Professor-Emeritus Arthur N. Holcombe, all of Harvard University; and Professors John T. Howard, Martin Lichterman and R. C. Wood of the Massachusetts Institute of Technology.

From the League staff John Wheeler, John Bebout, Ralph Conant and Patricia Shumate attended the first two seminars. Bebout and Wheeler participated in the MIT seminar.

The project, which is financed by a grant from The Ford Foundation, involves a series of educational publications and guides and a revision of the *Model State Constitution*.

## Calls Politics Fun

Businessmen can have "just as much fun in politics as in their Rotary clubs," H. Bruce Palmer, president of Mutual Benefit Life Insurance Company, told members of Future Springfield, Inc., in a recent address.

Mr. Palmer, who is a League regional vice president, urged businessmen of the Massachusetts city to support efforts for more business participation in politics.

# Policy Group Schedules Meeting

The first of three planned meetings of the League's Committee on Policy and Program was scheduled to be held June 22 in the Osborn Room of the Carl H. Pforzheimer Building.

Thomas R. Reid, chairman, in calling the first meeting, suggested that meetings also be held in July and October and that additional work be accomplished through correspondence in preparation for the committee's report to the Council's annual meeting November 15 at the National Conference on Government in Springfield, Massachusetts.

Other members of the committee are W. Howard Chase, Edward J. Green, Mark S. Matthews, James M. Osborn, Carl H. Pforzheimer, Jr., and Harold S. Shefelman.

## ***Admen Are Advised To Become Politicians***

Advertising men were urged to "dare to get involved in politics and to take the lead in the pursuit of political excellence" by John C. Cornelius, member of the League's Council, at a meeting of the Advertising Federation of America in Minneapolis.

Mr. Cornelius, who is president of the American Heritage Foundation, warned that "if good citizens don't run politics, bad citizens will."

He said, "The time has come to turn advertising know-how into political know-how—to become political leaders instead of political followers."

## ***Leaguers Help Plan Metro TV Series***

Four Leaguers were among a group which conferred June 1 and 2 at Oak Park, Illinois, on a projected series of educational television films dealing with problems of metropolitan areas.

Representing the League were: Council Member Harold S. Shefelman of Seattle, who also is president of the American Society of Planning Officials; Alfred Willoughby, executive director; John E. Bebout, assistant director; and William N. Cassella, Jr., senior associate.

Others attending the two-day session included television technicians and writers as well as specialists on problems of urban areas from various sections of the country.

The series of films are being produced by station WQED, Pittsburgh, and are financed by a grant from the Buhl Foundation of Pittsburgh and the Educational Television and Radio Center, Ann Arbor. After showing by educational television stations in principal cities, the films will be made available to schools and civic groups.

## ***Heads Muskegon Research***

Ralph W. Conant, League staff associate during the past two years, has accepted appointment as executive director of the newly established Public Affairs Research in Muskegon, Michigan.

Planning and zoning problems of Closter, New Jersey, were discussed in the Murray Seasongood Library by, left to right, Patricia Shumate, Glen Peterson, Mrs. Mildred Krasnow, Ralph Conant and Mrs. Grace Faggioli. Mrs. Krasnow and Mrs. Faggioli are members of the League of Women Voters.





# NATIONAL CIVIC REVIEW

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NEWS OF THE LEAGUE .....	333
Seminars Ponder Role of States .....	333
EDITORIAL COMMENT .....	336
New Roads to Truth .....	336
A 'GREENBELT' BLOOMS .....	<i>Dale R. Johnson</i> 338
PLAYING WINNING HAND .....	<i>Eileen Hartley</i> 343
PROGRESS IN ARIZONA .....	<i>David A. Bingham</i> 348
LETTER TO THE EDITOR .....	<i>Richard T. Frost</i> 350

## News in Review

CITY, STATE AND NATION .....	<i>H. M. Olmsted, Editor</i> 352
Alaska Builds On Constitution .....	352
METROPOLITAN GOVERNMENT ...	<i>William N. Cassella, Jr., Editor</i> 359
St. Louis to Vote on Metro Plan .....	<i>Henry J. Schmandt</i> 359
COUNTY GOVERNMENT .....	<i>Clyde F. Snider, Editor</i> 364
Illinois County Group Reports .....	<i>Bruce B. Mason</i> 364
PROPORTIONAL REPRESENTATION .....	<i>George H. Hallett, Jr.,</i> <i>and Wm. Redin Woodward, Editors</i> 370
Repeal Bills Die in Massachusetts .....	370
TAXATION AND FINANCE .....	<i>Jackson Phillips, Editor</i> 374
Borough Wins Bond Case .....	374
CITIZEN ACTION .....	<i>Elsie S. Parker, Editor</i> 377
Citizen Group Adopts Ethics Code .....	377
RESEARCHER'S DIGEST .....	<i>Patricia H. Shumate, Editor</i> 381
Urban Growth Affects Counties .....	381
BOOKS IN REVIEW .....	385

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## Editorial Comment

### New Roads to Truth

**C**OMPARISON of the laws of the various states on any given subject is a task requiring no more than competence and the patience to do a little work in a law library.

But that is not enough. What is needed is the "outdoor" testing and observing of the actual operation—the degree of enforcement or non-enforcement of these laws.

It is only rarely, unhappily, that research scholars are provided with funds adequate to finance such field work; but other means are available to approach the values of comparative on-the-spot studies by a single team.

Legislative councils, an early concept in the *Model State Constitution* of the National Municipal League, have spread across the land into 42 states. They are a prolific source of objective studies, with the lively possibility of comparing methods and results one with another. Through the Council of State Governments, their work, which pri-

marily is to serve their respective legislatures, is reported in orderly, helpful fashion.

Institutes of governmental research in almost as many universities provide another means by which a single problem, common to all or most areas of the country, can be faced simultaneously. The institutes are likely to have more freedom of choice of subject matter than are the legislative councils but both may be somewhat inhibited in attitude and vigor by their dependence on legislative appropriations.

Nevertheless, in this age of increasing intergovernmental cooperation, it should be relatively easy to achieve an occasional meeting of the minds on a project of general concern on which the capacities of all institutes or all legislative councils or both could be brought to bear.

Chief weakness of the idea is that many of these agencies are not as well staffed and financed as they might be.

### One House for Missouri

**W**ITHOUT attempting to excuse the failures and omissions of the lobby-dominated Missouri legislature, it must be admitted that the work of the Assembly was hampered considerably by the system within which the lawmakers had to operate. The two-house legislature with its five months of life was made to order for selfish manipulation by the paid representatives of special interests.

What Missouri needs if it ever is to enjoy the most effective Assembly is a small one-house legislature patterned after the unicameral system Nebraska has had for some twenty years. A body of 68 members, two from each of 34 districts nearly equal in population, has been studied by the Missouri League of Women Voters. Such a chamber would provide fair representation for urban and rural voters, sadly lacking now.

More than that, it would have several decided advantages over Missouri's traditional two-house Assembly.

Because of its very nature, a one-house legislature would have no need of the all-powerful conference committee, with its last-minute deals aimed at compromising Senate-House differences over particular legislation. Because of its limited size, its committees would be fewer than at present, and their work ought to be more visible and easy to follow. This in turn would make it possible for the voters to fix responsibility for legislative failures.

A unicameral legislature also ought to attract superior candidates. The state could double salaries and still spend less than it does now. But even if the caliber of the individual lawmaker were not materially improved, surely his performance ought

to be better because of the inherent virtues of the machinery with which he would be working.

Missourians are not unmindful of the clear advantages of the one-house concept. This was demonstrated in 1944 when 47½ per cent of the state's voters cast ballots for a unicameral plan that suffered from a lack of support because a whole new state constitution then was under consideration.

\* \* \*

In November 1962 the people must be asked if they want to revise and amend the state constitution. That referendum would provide an opportunity to seek reform of the legislative branch. Or the unicameral plan could be put on the 1960 ballot by initiative. Either way, the poor record of the legislature just ended should assure broad receptivity to the proposal.

*Reprinted from St. Louis Post-Dispatch, June 9, 1959*

## Comes the Revolution

**IT** IS sometimes difficult to convince the sovereign voter that he should trust his city council or other properly elected officials to work out such things as pay scales.

The folly of attempting to do otherwise was illustrated by what happened in Union, New Jersey. In a referendum, the voters raised the pay of rookie policemen and firemen to \$5,400 per year, the same as the seven police sergeants or the nine fire captains were earning.

But in the same election the voters rejected a proposal that would have

released the superior officers from salary scales set in a referendum three years earlier.

Salaries simply do not belong in city charters. When they are frozen there, it takes a referendum to revise them in the light of changing conditions. And it is not particularly healthy or edifying to have uniformed (or not) city employees trying to club the voters into line on a question that the elected representatives are in a better position to decide fairly and in line with a properly thought-out plan.

# A 'Greenbelt' Blooms

One of three started by U. S., now under private ownership, grows soundly despite limited tax base.

By DALE R. JOHNSON\*

IN the past five years, the greenbelt village of Greendale, a suburb of Milwaukee, has been a proving ground for greenbelt planning under private auspices. While not every detail of the phenomenal growth which has doubled the number of resident families and more than tripled property valuation in five years may be applicable to other communities, many of Greendale's distinctive advantages could be realized elsewhere.

Greendale is one of three so-called "greenbelt" communities, organized under the auspices of the Department of Agriculture's Resettlement Administration during the depression years.<sup>1</sup> The community adopted the council-manager plan in 1939, while it was still under federal guidance, and has continued that form of government since.

The principal advantage Greendale has had, which is not available in most areas, is single ownership of

all the undeveloped land. The Milwaukee Community Development Corporation, public-spirited private company which owns the land, is pledged to continue the original character of the planning of Greendale. This corporation, under public supervision and control, has assumed much of the burden of planning subdivision development in its 2,200 acres of rolling and partly wooded countryside.

The availability of water and sewer systems capable of extension became the keystone of Greendale's development in a metropolitan area with a growing shortage of improved building sites. Another important capital asset was the public school building with sufficient capacity for 200 to 300 tuition high school pupils from adjoining communities.

After Greendale was sold by the government to private enterprise in 1952, it became the "growingest" community in Milwaukee County, percentagewise, in the first five years. This despite the fact that it had the highest taxes in the county at the start of this period and also had to overcome a considerable public prejudice because of its Resettlement Administration origins.

In spite of a rapid school building program and extension of village services, the tax rate has declined each year, so that Greendale's rate at equalized valuations is now exceeded by about 70 per cent of the

\* Mr. Johnson is a practicing architect who has served as a consultant on mutual and cooperative housing and for two years as chief of planning and development for the Housing Authority of Milwaukee. He served six years on the Greendale village board, the first two as village trustee, the next four as village president. He also served for three years as a member of the education committee of the Wisconsin League of Municipalities.

<sup>1</sup> The other two are Greenbelt, Maryland, a suburb of Washington, D. C., (see the NATIONAL MUNICIPAL REVIEW, August 1938, page 413) and Greenhills, Ohio, near Cincinnati.

property in Milwaukee County. The total village rate at assessed levels dropped slightly, while the rates of most communities rose steadily.

This stabilization of the tax cost, a key step in providing a suitable condition for growth, was accomplished by a number of factors. One was careful attention to capital outlay budgeting details by the Greendale schools. Another was Wisconsin's school aid law, with a 15-mill ceiling for school operation. Careful village budgeting for regular municipal operations sometimes involved postponing purchase of desired equipment, or postponing additions to village services or desirable pay increases.

The first growth of the village was in the residential field. Those subdivisions directly adjacent to existing Greendale homes offered well planned small homes on fully improved lots or building sites alone on a basis highly competitive price-wise with less well developed areas outside of the village. Greendale tended to be the choice of the families recognizing the merit of the numerous community facilities that went with the purchase of a home in Greendale. Sewers, water, storm sewers, curbs, paved streets and sidewalks were included in the purchase prices of the lots, and such community facilities as schools and fire and police protection were provided.

Additional subdivisions were planned, and a second and somewhat more vigorous realtor-developer offered a wider variety of slightly larger homes—again on fully developed lots. The usual procedure was to build a dozen or more models in a

group, advertise them and sell similar homes on available lots, tailored somewhat more precisely to the buyer's wants.

The street pattern employed for the residential areas placed all service entrances to the residences on looped residential streets. The through village traffic streets thus remain available for their primary purpose of carrying traffic free of unnecessary hindrances. These curving streets are the main stems, carrying the residential streets almost as leaves. The increased safety and privacy of this pattern is rather quickly appreciated by families considering purchase of a home.

\* \* \*

Another planning factor with strong public appeal has been the reservation of permanent greenbelt spaces near or adjacent to almost every subdivision. Some of these lands are publicly owned by the school district or the county park commission, or to a lesser degree by the village. Most of the newly reserved areas, however, are being held for transfer to the Home Owners' Associations of the adjacent subdivision. While these areas may not become polished parks, there is the assurance that they will provide green breaks and recreational opportunities in what in most areas would have been solid residential development.

While these greenbelts will not be as extensive as provided in the original plan studies prepared during the period of federal ownership, ultimately upwards of 30 per cent of the village land area will be in some form of greenbelt use. Something

over 10 per cent of the areas being developed are being added to the community's already extensive greenbelt areas.

One of the major factors justifying and enabling establishment of these permanent greenbelt reservations has been the use of small but appropriate sites for multi-family development. Thus area requirements of 2,700 to 3,000 square feet per dwelling unit, as compared to 8,000 for a single family dwelling, have made it possible to free greenbelt land for community use.

With the village board and the developers aware of the difficulties which sometimes arise in providing relatively low valuations per family if the multi-family units are planned to accommodate large families, special emphasis has been placed on two types of multi-family occupancy.

The first has been one- and two-bedroom apartments, grouped in buildings of four to eight units, generally in open but wooded courts, with lower or incentive rental for "senior" citizens. The developer, who believes that such families can keep maintenance and repair costs to a minimum, is passing that rental savings along to the tenants. Contrary to the usual expectation, these retirement apartment units have been more significant financially to the village and school districts than has the village's "not-to-be-sneezed-at" combined commercial and industrial growth.

The other type of apartment unit now being built is primarily for upper income families who, for various reasons, may care to reside in the area without the immediate necessity of purchasing a home. But

knowing the appeal that Greendale has had for many who have lived in its earlier rental facilities, many of these families should become prime prospects for a permanent home in the village.

With the growth in the number of families resident in the village, an expansion of the village's shopping center followed, greatly boosting its non-residential tax base and increasing employment opportunities within the village. This meritorious addition to the community evoked moans and petitions from those "old-timers" who wanted the village to buy for park purposes the land it had zoned a few years previously as the only logical area for expansion of its shopping center. Judging from the number of cars using the enlarged center, however, the volume of retail business being done is growing at least as fast as the village.

\* \* \*

Greendale, as a suburban community without rail facilities, is not an industrial center. Yet when Allis-Chalmers was seeking a site for its new research and development labs, no other community could offer a site so well suited and so well served as the one in Greendale. Hence, Greendale is now the site of employment of about 200 research engineers, technicians and administrative personnel. Some of these employees are finding how nice it is to be able to stop wasting the time and expense of traveling back and forth to and from work, and are moving to new homes or apartments within a short walk of work.

Strange as it may seem, providing high school education for children from neighboring areas has been a



major educational and economic function of the village's high school. Greendale, still too small by itself to enroll the 400 to 500 minimum number of students recommended for an adequate high school program, has accepted a fairly long-term responsibility by providing high school facilities for an area several times its size beyond its borders.

With its union high district (non-operating) superimposed on the existing Greendale common school district—kindergarten through twelfth grades—sufficient borrowing power has been created to enable Greendale to keep up with or ahead of its prospective student growth for a long time to come. Having the 300 or more tuition high school pupils to educate along with over 200 resident Greendale pupils has not only made a better education possible for all pupils, but it has also produced significant tuition revenues to help pay for the new school facilities. As the village grows, all facilities will be needed eventually for its resident pupils. Greendale, it might be noted, is distinguished in having, percentage-wise, the most reserve pupil stations (now being used for tuition pupils) of any community in Milwaukee County, despite its rapid growth.

Early in the development of the village, the village board concluded that fully equipped building sites were among the features which Greendale could offer. Nor did the village fathers desire to incur the high costs of later correcting inadequately developed subdivisions. Since the families moving to Greendale were sharing in the community's water, sewer, school and other public

facilities, the board felt it was entirely fair that the village not be saddled later with any portion of the cost of replacing inadequate street paving, storm sewers, curbs or sidewalks. Betterment of the tax picture precluded allowing such a haphazard method of development as many communities seem willing to condone.

\* \* \*

Consequently, when plats are submitted for final approval by the village board, engineering plans for all required improvements are ready simultaneously. Bids are shortly taken, or the work contracted for directly by the village in some instances, and special assessments levied to finance a very large part of the subdivision improvements. Once the special assessments are levied (before there are individual lot owners), B bonds can be issued against these assessments in order to finance the contract awards. These securities convert land improvements, which are not normally mortgagable, into an acceptable security for financial institutions. As the lots are sold, these bonds and assessments are paid off. For the lots not sold in the first year, the developer must meet his first 20 per cent of the total plus interest, but most are sold before the second payment becomes due.

In Greendale special assessment B bonds have normally financed almost everything except land purchase and street grading. This includes water mains and house services, sewer mains and laterals, storm sewers, curb or gutters, street base and surfacing, and sidewalks. Since these are levied uniformly on the



lots prior to sale, the assessments are usually the same for each lot, thereby eliminating a major source of trouble which occurs when such assessments must be levied after individual ownership is acquired—and the wisdom of a Solomon is needed to provide a completely equitable and acceptable levy.

Except in one area devoted to larger homes, artificial or area restrictions have not been placed on new developments to exclude families of somewhat limited incomes. This particular subdivision, well suited for large homes, also requires septic tank disposal systems and three-quarters of an acre minimum lots. Most of the new subdivisions with sewer and water have provided fully improved lots of 70 feet and up in width. Such homes on improved lots will generally sell in the Milwaukee market in the price class of \$15,000 and up. While this is not producing housing for the families below a median income level—as the original development of Greendale as a Resettlement community intended—it is producing good housing for families in the \$6,000 and more per year range.

In establishing certain through streets as traffic streets, the village for several years assumed responsibility for paving (not grading) this street which normally had little, if any, residential frontage. While this program was in effect, the village customarily required that the paving be contracted back to the village at roughly prevailing commercial rates. The overhead, tax and profit margin which the village did not have to realize became the source of revenues to pay for the paving of the com-

munity facility, the village traffic street. A somewhat similar policy was followed on water main installations.

With these two elements of contracted work being handled by the village, the first several years of growth enabled the village to accept its community responsibilities without going to the existing property taxpayers for funds. The present village administration has taken the more simple "out" of just telling the developer to put it all in if he wants the development. This new policy leaves unanswered the question of how to earn funds for certain community improvements not lying directly within the various subdivisions, or the possibility of having a benefit assessment thrown out because it was levied to cover water mains larger than the six-inch size permitted by law.

\* \* \*

It is the writer's opinion that far too many Wisconsin communities have set arbitrary zoning standards at excessively high levels in order to try to serve only the highest possible income families in order to receive refunds on their Wisconsin income tax and to establish a lightly taxed community. Greendale is an operating proof that such arbitrary and unjustified requirements are not necessary for thoroughly healthful growth, for an improving tax picture, or for construction of necessary school facilities. Contrariwise, however, Greendale is aware that in developing under private auspices, there are practicable lower limits of family income below which neither new housing can be furnished nor

(Continued on page 358)

# Playing Winning Hand

Charter commissioners of Riverview, Michigan,  
draft charter, campaign successfully to adopt.

By EILEEN HARTLEY\*

**N**O CASH, but nine months of weekly meetings by nine unpaid charter commissioners were invested in the writing of Riverview's council-manager charter. What we could not pay for—or owe—we did ourselves or through voluntary help. The heavy cash investments were bills owing our attorney, the Michigan Municipal League and the printer, payable if the charter passed.

On February 2, 1959, the proposed charter was approved by an almost two-thirds majority. For us, the nine parents of this charter, the final days before that election were anxious uncertain ones. We had done what we could. Was it enough? Had we done the right things? Were there blunders?

The village of Riverview, Michigan, population about 7,000, and a 960-acre remnant of 141-year-old Monguagon Township south of Detroit have become a four-square-mile city. Woods we still have, old farmland, new brick suburban housing and a well financed school district. Lying along our Detroit River border is a belt of tax-bearing industry—McLouth Steel Corporation, Pennsalt Chemicals and Firestone.

Factors contributing to the suc-

cessful election become clearer when the voting results are studied together with the long campaign by the commissioners and others. At times it seemed that whimsy would control the voter's hand. But under analysis, as usual, most voters appear to be influenced by real reasons, that is, provided they are fairly well informed.

There were good reasons for becoming a city. But other communities have had equally good reasons and as good charters and still failed at the election. Now, why and how did Riverview's campaign succeed?

Surveying the defeated charters of other commissions, we concluded that two jobs were involved—a creative one and a selling one. We had to write the best charter possible for the situation and, equally important, we had to publicize it completely through all available channels. This clear concept of a dual job was one of the prime reasons for the charter's success.

Also an asset was the varied and practical makeup of the commission. It included a school board member, the village attorney, six other men with political and business experience and a housewife, formerly journalist-teacher. Then, too, having the weekly *Riverview Review* as a channel for public information was an advantage which could hardly be replaced.

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\* Mrs. Hartley is the "housewife" member of the Riverview, Michigan, Charter Commission of whose activities she writes. She has been a teacher and has had journalistic experience.

The total public information job looks more labored and planned than it actually was. Individuals did things on inspiration, usually in touch with the commission, as opportunity appeared.

To begin, it was more significant than at first realized that the commission knew what the voters were likely to approve before it started work. Prior to the election on April 22, 1958, statements from all 27 candidates for the commission had been published in the *Riverview Review*. There was almost complete accord among those elected. They favored a nonpartisan, council-manager government. They intended to keep costs down to their present level. Some losing candidates wanted strong mayor, partisan-type government, or variations, or had "no opinion."

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The paper printed the advantages of becoming a city before the April commission election. A public forum detailed these advantages still further. Thus it became obvious that by becoming a city voters could control the development of the lovely woods and country acreage just outside the village limits, eliminate double government by township and village and avert the possible absorption of our thinly populated but well industrialized village into neighboring Trenton or Wyandotte. Cityhood would also prevent possible loss to Trenton of a portion of our richest tax-producing school district. Certainly, our 1923 charter, born when only 704 people lived here, was due for an overhaul.

At the April 1958 election, 82 per cent of the voters gave approval to

the writing of a charter for the proposed city. Opposition to nonpartisan, manager government was strong in certain groups. The commission knew the 82 per cent figure would not stand up. It had to prevent this figure from dropping too much. As it turned out, approval of the charter dropped to 63 per cent, still a good margin.

There seemed little interest in the charter until the month before the February 1959 election. Few people turned up at weekly meetings. But the commission persisted in its publicity program and did not lose hope. The public was propagandized with a newspaper column called "City of Riverview Taking Shape." In it were printed excerpts from the minutes of commission meetings, summaries of important decisions, or quotations from interesting parts of the charter as it took form. All local newspapers were kept informed of commission decisions on such items as salaries, which officials were to be elected and which appointed, etc. A chart showing the whole governmental setup was printed.

The final month showed a quickening of interest among the electors. Rumors, accusations, charges and puzzled apprehension proliferated. Opposition centered around certain township and village officials overlapping with a Democratic Club and the American Legion Club. The debated points encountered are common ammunition in many charter battles. Some of them were:

1. The manager could be a virtual dictator; he could set up a patronage machine that would be impossible to dislodge.

2. Taxes will go up; they always do when you become a city.

3. Salaries will be excessive.

4. Unwanted ethnic groups will invade the city.

5. The council can borrow any amount of money without the people's consent.

6. Present municipal employees' jobs are endangered.

Typical is this editorial from one of the three newspapers covering the area:

"Rallying around a hard core of proponents is a very vocal group of adherents who shout that it's 'Now or Never' for adoption of a city charter . . . and the one proposed 'Is It!'

"Opposing this faction is an equally determined segment of citizens who state that the idea of a city may be feasible but the proposed charter contains too many dangerous clauses, allowing untrammelled political dictatorships and unlimited borrowing . . . no salary stipulations, unprecedented power of manager in appointment of key city officials . . . control over city personnel is nearly ironclad . . . nothing short of TNT could dislodge him."

\* \* \*

It is difficult to resist taking up the cudgel. The trick, we learned during this assault of ignorance, intentional misrepresentation and honest difference, was not to be drawn into insulted outrage and irrational anger. We learned to pick up points, answer from the charter itself so that questioners could read it along with us, talk to people in person, ask for questions, show the charter's advantages. We pointed to civil service, to the improved justice court with

its salaried justice, to the economy of making the jobs of treasurer, clerk and assessor appointive, "to be combined as the manager sees fit."

Reasons be damned, one commissioner decided. "I just tell them, 'You know I wouldn't write a charter I wouldn't want my wife and kids to live under!'" (He was elected to the new city council.) In the last hot week, some of us deviated into direct attack through letters to the editor against the chief opposing faction in order to combat outright misrepresentation.

Quoting from two of the letters in newspapers issued just prior to the election in February 1959:

"I wonder if much of the sniping taking place—without even questioning the commissioners—is simply a smokescreen for the real core of opposition: the desire of a minority for a partisan political charter. . . . The people, by the choices they made from among the 27 candidates for commission, specified their wish for a nonpartisan charter. . . . The resulting charter is a tight, strong professional one, designed to resist special-interest pressuring, and strictly nonpartisan."

Also "The commission openly welcomed criticism throughout its proceedings. That was an appropriate time. . . . It is worth wondering about the motives of some who have waited until the last minute . . . so that their objections cannot be openly aired. They hope to create at least some degree of distrust. . . . This is not a public service. . . . The state attorney general's office has stated that this is one of the better charters to come from Michigan communities."

"If you think it was the charter people voted for, you're just naive," a commissioner told me. "How many would wade through it, or could figure it out if they did? It's their confidence in the people who wrote it and the others who were for it. That's why they approved it."

The commissioners, each with a certain amount of prestige (votes) stood behind their product, some more and some less outspokenly. We had agreed early in the charter's writing to give plenty of opportunity to explore and try to resolve points of difference among ourselves over irreconcilables. This was to avoid having the baby thrown out with the bath.

\* \* \*

Many voters were in favor of the charter for other reasons. They had read the charter, or read published information regarding it, or had come to meetings. And it was with these that the public information campaign was helpful. Had we left these voters uninfluenced and exposed to the skullduggery of the opposition, we would have lost them, their votes and the election. And you can be sure that inevitably there will be an opposition.

This is why it is necessary to work at publicity. The voters who are responsive to influence represent the margin of victory. If we could persuade them of our advantages, we could win.

The commission pointed up its use of the Michigan Municipal League's consultation service. This helped create confidence in the charter. Then, getting the backing of several respected and well known people came about naturally through

the genuine concern of some commissioners to have intelligent, well qualified people run for office under the new charter, and incidentally to support it. The commissioners lent them individual support. They talked up the charter in their campaigns. The six commissioners who ran for office at the time of the charter vote were advocates of course. Four of them won. These, and others, made door-to-door campaigns, put out flyers or advertised in papers, thus: "Vote Yes and Don't Handicap a Growing Community."

A heavy score was won from the *Riverview Review's* last edition before the election quoting from all candidates for city office. There was a description of each and an opinion on the charter. This brought forth direct comments such as the following from Gil Zitzelsberger, a high school teacher of history and government: "I have studied the charter thoroughly and I believe the people of Riverview will be doing themselves a real disservice if they vote it down."

\* \* \*

This move also caused some politically cautious candidates to state their positions and several fence riders came out favorably. Those who tried to conceal their opposition for fear of losing votes made statements which looked squirmy in print: "I believe everyone should make up his own mind." (This candidate lost.) One opponent "declined to comment." This did the charter no damage at all.

I totaled the number of votes of the *for* and *against* candidates, and averaged them out for what I call their "strength of influence."

Thus, in the final vote, six council candidates against the charter drew positions 3, 11, 8, 10, 12 and 13, averaging to a little past 9th place. The seven for the charter took positions 2, 9, 1, 6, 4, 7, and 5 and averaged 5th. Two who damned the charter by faint praise placed 14 and 15.

Mayoral candidates: first place went to the carefully neutral incumbent, second to a pro candidate and third to a rabid antagonist who had made a thorough living room campaign. Favorable justice of the peace candidate Zitzelsberger won over the antagonist incumbent.

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During the last two weeks, coverage in the three papers circulating in Riverview included stories headed "Rumors, Queries, Prompt Answers Based on Fact" (final in a series of four articles summarizing the charter), "Candidates for Mayor Comment," "Is the Charter Legal?" "Dust Could Hide Rocks in Charter!" plus a number of letters and several small editorials. The impact of all the favorable material, and the advocacy of many leaders, had to some extent a bandwagon effect. It may have discouraged the last minute barrage of defamatory literature we had expected at our doors the day before zero.

A review of Riverview's experiences pointed up the advantage of getting all possible outright public approval of the charter by community leaders. Other tactics which helped included the PTA-sponsored public forums. For these we used Michigan Municipal League experts, local teachers, the commission, and its

attorney as resource people. Held just four days before the final election was the question-and-answer forum. The informational tone of some of these meetings took the sting out of debating antagonists. More light, less heat.

A straw vote in the high school provoked interest and gave a unique study experience to students. Two senior government classes had commissioners answer questions and explain significant charter and election issues.

The day before the election, the commission distributed a flyer, "Vote Yes for a Better Future for Riverview," financed from a few dollars contributed by most of the commissioners and inspired from material used by other municipalities in the same cause. This flyer carried a cartoon of our village situation on one side. On the other was a list of things the new charter would be able to do: "Modernize our 36-year-old charter, provide for a civil service commission for employee job security, establish a justice court which will return money to the city, provide for a manager type plan which has been successfully adopted by so many Michigan cities," etc. This carried the names of all the commissioners.

Riverview, 23rd city to be incorporated within Wayne County, was fortunate in having its first charter approved. Success had been, for most commissioners, a deep uncertainty. There is no duplication for the particular private agony of the final four days before the election. But neither is there any other moment to match the report ringing in from the first leading precinct.



# Progress in Arizona

37 per cent of the state's cities and 40 per cent of its population live in council-manager cities.

By DAVID A. BINGHAM\*

**A**RIZONA is fast becoming one of the "growingest" council-manager states in the country. Although a large state geographically, it contains only 57 municipalities—ranking 40th in number of municipalities among the 49 states. Arizona ranks 21st, however, along with Wisconsin, in the number of municipalities having the council-manager form.

Since 1914, when Phoenix adopted the first council-manager plan in Arizona, 21—or 37 per cent—of Arizona's 57 cities and towns have joined in swelling the nation's total of council-manager cities to over 1,570. Nearly 40 per cent of the state's estimated 1,150,000 people reside in council-manager municipalities. In addition, Maricopa County—containing roughly one-half of the state's population—is administered by a county manager appointed by the county board of supervisors.<sup>1</sup>

Following the national trend, most

of these 21 municipalities joined the council-manager ranks after the Second World War. Since 1952 growth has occurred at the rate of over two cities and towns per year. No municipality in the state has abandoned the plan by vote of the people.

Because of the effective gains obtained by the plan and its proponents in such large cities as Phoenix (a 1958 All-America City) and Tucson, and in such smaller towns as Gilbert, Hayden (also a 1958 All-America City), Peoria and Wickensburg, other municipalities are seriously considering its adoption.

Fourteen Arizona municipalities have adopted the council-manager plan by ordinance and seven by home rule charter. The state's general incorporation statutes designate those incorporated communities with less than 3,000 population as towns. Upon acquiring a population of 3,000 or more towns may, by majority vote of the people, assume the status of a city. Both towns and cities are required to have seven councilmen elected at-large for two year terms—except towns under 1,500 population which may have only five. The office of mayor in council-manager communities is filled by council selection from among its own membership.

Organizationally the distinction between a town and a city is slight. Cities are permitted the option of

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<sup>1</sup> Appointment is made informally without benefit of ordinance or charter provision and is not recognized as official by the International City Managers' Association.



adopting staggered four-year terms for councilmen and/or adopting a ward system of council selection with the mayor elected at-large. Nine manager cities have staggered four-year terms for their councilmen—four of these are charter cities.

Cities and towns adopting the council-manager plan by ordinance have largely followed the general recommendations of the National Municipal League. Thus, the Arizona manager is equipped with the requisite integrated administrative machinery to perform his tasks.

\* \* \*

Charter government is granted to Arizona cities by the state constitution. Ten cities enjoy charter status, and seven of these have the council-manager plan written into their respective charters. Many charter cities, like Phoenix, definitively spell out in their charters the relationships between the council and the manager on such matters as appointments, removal of appointees and council-employee relations. As a method of obtaining more self-government and improving upon their municipal organization, several manager cities by ordinance are seriously considering changing to charter government status.

The growth of the council-manager plan in Arizona has immeasurably improved municipal administration. Leadership in this improvement has been provided by a number of individuals including the notable

"dean" of Arizona managers, Ray W. Wilson of Phoenix and Mayor Rod Hastings of Hayden.

In recognition of their growing numbers and the professional nature of their responsibilities, Arizona's managers have reorganized their old Arizona Municipal Administrators Association and renamed it the Arizona City Managers' Association—a subsidiary organization of the state League of Arizona Cities and Towns and the International City Managers' Association. Present officers are R. L. Briscoe, Coolidge, president; Porter W. Homer, Tucson, vice president; and W. A. Gilchrist, Glendale, secretary-treasurer. Meetings of the association are held semi-annually with the programs, panel discussions and guest speakers oriented toward the solution of current and future problems.

Other advances related to the improvement of council-manager government in Arizona include a 1948 constitutional amendment to the effect that persons appointed to city manager positions need not be residents of the state before appointment, and establishment of public administration programs and governmental research bureaus at Arizona State University at Tempe and the University of Arizona in Tucson. Municipal internship programs for graduate students in public administration are already in effect in Phoenix and Tucson and similar programs will soon be initiated in other council-manager cities and towns.

# Letter to the Editor

## *Nonpartisan Elections*

To the Editor of the

NATIONAL CIVIC REVIEW:

The long quarrel over the wisdom of "nonpartisan" processes at the local level has been not only tenacious but educational as well. As a newcomer to the issue, I have found that one learns much about governance in general at the local level while surveying this dispute.

Occasionally, one side of the question is put rather weakly and should not remain unquestioned. Such was a piece in the May 1959 issue of the REVIEW entitled "No Place for Parties."

Let's examine several statements contained in that brief:

1. It is obvious that municipal issues in Minnesota will often differ from national issues and platforms and, in many cases, will not be related at all to them.

The latter part of this sentence is difficult to believe. The subject of venality in government aside, what issue worth sustained concern has no relation to some general position of one of the major parties on at least one level of government? Planning—with all its sociological aspects? Health? Education? Highways? Welfare? Urban conservation? No issue will be unrelated "at all" to general public policies affecting people everywhere unless we're speaking of traffic-light location or sidewalks which are sprung by growing tree-roots. Matters such as these do not need national parties, to be sure. Nor do they need "municipal parties," to use the writer's phrase and one which I find most welcome from the nonpartisan camp.

Two further statements must be joined for purposes of reply because they both rest on what seems to me a doubtful assumption:

2. The first undesirable effect [of

national parties at the local level] is that it relegates municipal problems, municipal officials and municipal citizenship to a "tail to dog" relationship to national parties.

And

3. Party activity in municipal elections is conceived of as a desirable exercise and activity for party workers whose primary objective is national partisanship.

This may be the case in Minnesota. It is not always true elsewhere. These sentences imply that the impetus, the motivation, the practical goals of the "party worker" are national in character and in scope. In my state they are not. The "primary objective" of almost every party worker I have ever known is control of state and local offices for reasons well known to the nonpartisanship partisans. Campaigns (other than presidential, a relatively infrequent election event) are state and local in character as far as party workers are concerned. In New Jersey, state and municipal problems are far from ignored. They are dramatized, possibly overdramatized, by partisan campaigning.

4. When municipal candidates are party-labeled, they are looked upon as probationary vote-getters for possible promotion and use in state and national elections.

Although this statement was made in the interests of localities alone, it has a kind of secessionist ring to it. Alas, the nation is "covered"—but for D.C.—by the states and localities. Where should our national leadership come from? A review of all major presidential candidates in this century—there were 31, three in 1912—shows that eighteen or 58 per cent of them had been governors of some state. In fact, only in the election of 1908 was there no governor contending. It is a reasonable assumption that

these men did not reach the governorship without some local participation in partisan politics. The character of the American federalism would collapse in a moment did the localities fail to "train up" our national politicians.

5. The primary purpose [of partisan elections] is not to settle municipal problems nor to secure and approve a competent local government performance in the city hall.

Again, too broad a salvo. There are partisan mayors at large in this country—Dilworth of Philadelphia, Lee of New Haven, Carlin of Newark, Zeidler of Milwaukee and many others—who would object strenuously to such a charge. It simply cannot be demonstrated in many important places.

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The proponents of non-national-party municipal politics—"nonpartisan" somehow implies non-politics—should put the primary argument for their cause and not attempt to bolster it with secondary supports which are dubious at best.

The single, telling and most effective reason for "nonpartisan" politics is that, when accompanied by managers, it usually brings improvement in government rationality and morality. I say "when accompanied by managers" because nonpartisanship by itself often brings no improvement at all. At this writing, numerous New Jersey municipalities are undergoing nonpartisan elections for city commissions and, if such a process brings better government in these cities, observers here have not noticed it.

Let's be direct about the appeal for nonpartisanship. Let's plead for nonpartisan, manager cities because, on balance, this form of government has raised the level of rationality and, above all, morality in governance. Let's stop there, for to plead these other reasons is to get into controversial matters—questions as to the relation of the two-party system to a democratic state, the mandate of governance in general, indeed, the nature of the political "Everyman." Such matters rarely lend themselves to the atmosphere of nonpartisanship—although, seemingly, they too are worth some thought.

RICHARD T. FROST  
Princeton University

The foregoing is an interesting discussion but appears to overlook the compelling reasons for the continuing increase of nonpartisan local elections and the fact that they have been highly beneficial regardless of form of government. It is well known that the intervention of the national parties in municipal affairs tends to have two undesirable effects: it overrides and obscures the real local issues and keeps them from being given effective consideration; it injects irrelevant considerations of local patronage and personal ambition into the national party counsels and thus tends to depreciate both the integrity and the clarity of national politics. Consequently, it is a stumbling block on the road to a more responsible two-party system and it tends to discourage wider participation by more thoughtful citizens in party activities.—  
EDITOR.

# News in Review

City, State and Nation . . . . .

H. M. Olmsted, Editor

## Alaska Builds On Constitution

### Sets Up Its Courts and Government Structure

**T**HE first session of Alaska's first state legislature established a court system and a state administrative structure, and implemented various provisions of the constitution regarding local government.

A state organization act establishes an administrative structure consisting of the office of governor and twelve departments—administration, law, revenue, education, labor, commerce, military affairs, natural resources, fish and game, public safety, public works, and health and welfare. (See the REVIEW, March 1959, page 134.)

For local government the legislature adopted: (1) A bill classifying cities for the purpose of enabling existing first-class cities to become home rule cities through adoption of home rule charters, (2) legislation setting up specific procedures and requirements for adoption of such home rule charters, (3) as part of the state organization act, provision to establish under the office of the governor a Local Government Agency and a Local Boundary Commission, and (4) a bill setting forth the powers, duties and procedures of the Local Boundary Commission as initially outlined by the constitution.

The constitution authorizes establishment of "borough" government, but consideration of this was postponed until 1960. It would relate to large areas, somewhat akin to counties in other states, no counties being provided for in Alaska. (See the REVIEW, April 1959, page 203.) Several bills on the subject were introduced but, according to the League of Alaskan Cities, they were opposed on

the basis of further need for study before initiating a borough system and because of fears that such state-dictated area organizations would lead to county-like arms of the state instead of governments closer to the people of the areas involved.

Delay in establishing a borough system is in accord with recommendations of the Public Administration Service, based on studies preliminary to the legislative session; it proposed that boroughs be organized gradually.

### Court System

The act setting up the state's judicial system provides for a Supreme Court of three justices and a Superior Court of eight judges in four districts. Supreme Court justices must have had eight years' and Superior Court judges five years' experience as judge, practicing lawyer, government lawyer or law teacher, in addition to three years of Alaska residence and citizenship.

Vacancies on either court are to be filled by the governor from two or more names submitted by the Judicial Council. The latter, as provided in the constitution, consists of seven members—three attorneys appointed by the governing body of the State Bar Association for six-year terms; three non-attorney members appointed by the governor for six-year terms, subject to confirmation by a majority of the legislature in joint session; and the chief justice of the Supreme Court as chairman. The members, other than the chairman, may not hold any other office or position of profit in the state or federal government.

The appointments to the Supreme and Superior Courts are subject to approval or rejection by the people, after not less than three years, by means of a separate nonpartisan ballot and thereafter at intervals of ten years for the Supreme

Court and six years for the Superior Court. Judges of either court may be involuntarily retired for incapacity, upon recommendation of the Judicial Council, after notice and hearing by a three-man board in the case of Supreme Court justices and by the Supreme Court itself in the case of Superior Court judges. Before receiving pay checks each judge must sign an affidavit that no case before him has been undecided more than six months.

Initial nominations for these courts are to be submitted before January 3, 1962.

Another act provides for magistrate (or inferior) courts under the new state court system, by January 3, 1962 (or earlier if necessary). They will supersede both the city-controlled municipal magistrate courts and the U. S. Commissioners courts of the Alaska district court system. The act calls for ten magistrates (who must be attorneys qualified to practice law in one of the states) and 53 deputy magistrates, distributed among the four major judicial districts. The presiding judge of the Superior Court in each district appoints both magistrates and deputy magistrates within his district. The chief justice of the Supreme Court decides on qualifications.

The act setting up the state's new court system provides for interim organization, study and preparation prior to the mandatory assumption of state jurisdiction, January 3, 1962; it also provides for immediate jurisdiction in case present litigation results in a Supreme Court decision that the district court for the District of Alaska does not have jurisdiction over state matters even in the transitional period.

## New York State Votes On Nine Amendments

The New York legislature has submitted nine proposed constitutional amendments to the people of that state,

who will pass on them at the November 1959 election.

One of these would permit elimination of primary elections when there is no contest (see the REVIEW, June 1959, page 309).

Another would permit the legislature to authorize county, city, village, town or school district indebtedness for joint municipal undertakings within the joint debt limits of the municipalities concerned.

A third would bar from continued service any public employee who refuses to waive immunity and testify before a grand jury about any public office he held in the previous five years. He is now required to testify concerning his present office.

A fourth would provide for a Department of Motor Vehicles instead of the present Motor Vehicle Bureau in the Department of Taxation and Finance.

A fifth would authorize the legislature to lease or transfer to the federal government the state's barge canal system, free or for compensation.

A sixth would permit the state to construct an Albany-Plattsburgh expressway—the "Northway"—through the eastern edge of the Adirondack Forest Preserve. Conservationists propose an alternative route to keep the preserve "forever wild," as now specified in the constitution.

A seventh would authorize New York City to borrow \$500 million for school construction, outside its debt limit, subject to such limitations as may be imposed by the legislature—which has already specified that no more than \$50 million can be borrowed per annum, to be matched by borrowing within the debt limit.

An eighth would authorize the legislature to base the state income tax on federal income tax rules and regulations.

A ninth would permit municipalities to increase pensions payable to retired policemen or firemen or their widows or children.

### ***Tennessee Reorganization Made Effective***

Beginning in July the state of Tennessee operates according to a new reorganization statute. Besides three constitutional offices it sets up four staff divisions of the governor's office, thirteen line departments and the adjutant general's department, according to *State Government News*, which gives the purposes of the new arrangement as improved economy, efficiency and service.

The number of officials reporting directly to the governor was reduced from 78 to eighteen. State housekeeping and financial functions were consolidated under the director of finance and administration—one of the four staff divisions under the governor. These functions include budgeting, public works, planning, property, architectural services and the state motor pool.

A Department of Conservation and Commerce was created to carry out the state's program of industrial promotion and development and to continue the duties of conservation. Other departments are agriculture, corrections, education, employment security, highways, insurance and banking, labor, mental health, public health, public welfare, revenue, and safety. Divisions and agencies within departments were streamlined to reduce administrative costs and improve service.

### ***Kansas Submits Amendments, Adopts Reapportionment***

The Kansas legislature has approved two proposed constitutional amendments for submission to the voters at the general election in November 1960.

One of these would extend home rule to cities, giving them power over their own local affairs and government, including taxes, fees and charges, except as limited or prohibited by state law applying uniformly to all cities (see the REVIEW, February 1959, page 79).

The other relates to continuity of government in event of an emergency caused by enemy attack. The legislature would be empowered "to provide for prompt and temporary succession to the powers and duties of public offices" and to adopt other necessary measures for insuring the continuity of governmental operations, including its financing. It provides further, "In the exercise of the powers hereby conferred the legislature shall in all respects conform to the requirements of this constitution except to the extent that in the judgment of the legislature so to do would be impracticable or would admit of undue delay."

The legislature also adopted a reapportionment statute relating to the House of Representatives. It reapportions seven seats by adding them to the most populous counties, but each county will have at least one representative. It defines 125 representative districts. Kansas has 105 counties, ranging in population (1950) from 2,010 for Greeley to 222,290 for Sedgwick (containing the city of Wichita). Sedgwick County is given five representatives—an average of 44,458 people per representative—as compared to 2,010 in the case of Greeley County. Fifty counties had less than 10,000 people in 1950, yet each has a representative. Thirteen counties are given two or more representatives but with widely different resultant population ratios.

### ***Vermont Has Commission on Constitutional Amendments***

In Vermont, where the state constitution permits amendments to be proposed only at ten-year intervals, the legislature has established a commission to consider constitutional amendments for the 1961 legislative session. It consists of the attorney general and seven appointees of the governor and is to submit a report, including proposed amendments, to the governor by September 15, 1960. Amendments must be approved by two legisla-



tive sessions and ratified by majority vote of the electorate on each amendment.

The legislature, which usually meets in odd-numbered years, has resolved to reconvene on January 12, 1960, to consider financial and highway matters and proposals of the "Little Hoover Commission."

### ***New Mexico to Vote On Amendments in 1960***

The legislature of New Mexico has approved nine proposed constitutional amendments for submission to popular vote in the 1960 general election. The subjects are:

To provide four-year terms for elected state executive officers, with a limit of two consecutive terms, followed by ineligibility for four years;

To provide for annual sessions of the legislature—the sessions in even-numbered years to be limited to 30 days;

To make the State Senate a continuing body by introduction of staggered four-year terms, half of the senators to be elected for four years and half for six years at the first election;

To limit introduction of legislation; no bills to be submitted after the 30th legislative day—instead of the 45th day as now—except for the general appropriation bill, current expenses and referrals by the governor;

To provide for continuity of government in event of enemy attack;

To allow the legislature and the governor to determine the location of certain executive offices and agencies;

To permit the legislature to create county commission districts or to provide for election of county commissioners at large;

To confirm as state institutions the Girls' Welfare Home, the Carrie Tingley Crippled Children's Hospital and the Los Lunas Mental Hospital;

To change the names of certain state educational institutions.

### ***Pennsylvania to Vote On Annual Sessions***

The Pennsylvania legislature has approved for the second time a proposed constitutional amendment to provide for annual sessions of the legislature, those in even-numbered years to be restricted to considering revenue and appropriation bills. It will become effective if approved by majority vote of the people in November.

### ***Pollution Control Upheld in New York***

The New York Court of Appeals, the state's highest court, has sustained the power of the State Water Pollution Control Board to classify and enforce standards for waters in the state according to a desired degree of cleanliness (*City of Utica v. Water Pollution Control Board*, 5 N.Y.2d, 164). The court ruled that the board had power, properly delegated by the legislature, to set standards of purity for the state's waters and compel localities to maintain them. Many up-state riverside cities have insisted that they cannot afford to build required sewage plants.

According to *State Government News*, the decision appears to set a judicial precedent for upholding the validity of New York's air pollution statute, which created a board patterned after the Water Pollution Board. The air agency's enforcement powers became effective July 1.

### ***States Act on Continuity in Government***

The Council of State Governments reports that, as of May 1, 21 states had enacted all or some part of the suggested continuity-of-government legislation recommended by the Office of Civil and Defense Mobilization and the Council's Committee of State Officials on Suggested State Legislation. The most recent adoptions were given as in Arkansas, Iowa, Maine, Maryland, Minnesota, New



Mexico and New York. Legislation had been passed by both houses in Alaska, Hawaii and North Carolina and were awaiting the governors' approval. New Jersey and North Dakota have created interim committees to study continuity of government.

### ***Court Reorganization Proposals in Rhode Island***

An interim report of Rhode Island's special commission to study and review the judicial system proposes that the chief justice of the Supreme Court be designated the head of the state judicial system and be authorized to call periodic judicial conferences. The present office of administrative clerk would be designated administrator for the courts and would be under the direction of the chief justice.

Judicial districts would be rearranged from twelve into nine. District court judges would be given life tenure and higher salaries. District court clerks would be required to be members of the bar and might be made available to serve as temporary judges in emergencies.

### ***Idaho Voters to Pass On Two Amendments***

The Idaho legislature approved two proposed constitutional amendments to be submitted to the voters next year. One would lower the minimum voting age to nineteen. The other would change the state debt limit from \$2 million to 3 per cent of the assessed valuation; this would now produce a limit of about \$19 million. A home rule amendment sought by the Idaho Municipal League and the League of Women Voters failed by a narrow margin to gain the necessary two-thirds vote.

The legislature also adopted election laws, one of which changes the primary election from August to June and provides for a run-off election in congressional and gubernatorial primaries if no candidate receives more than 40 per cent

of the total vote. Another law provides for absentee voting in school district elections. A third provides for the circulation, prior to primary and general elections, of a pamphlet containing pictures of and information on the candidates.

### ***Florida Apportionment Plan Submitted***

After long and bitter controversy the Florida legislature has adopted a reapportionment plan for its two houses, enlarging the membership of each and, in small measure, reducing inequality of representation. The plan is embodied in a proposed constitutional amendment, submitted by the legislature to the people for a vote on November 3.

The plan provides for enlargement of the Senate from 38 members to 44, two of the added members to be from the western part of the state and four from the southern part. There will still be great inequalities of population, however, as shown by the following comparison of districts, based on the 1950 census: No. 13, Dade County (Miami), 495,084; No. 18, Duval County (Jacksonville), 304,029; and No. 34, Hillsborough County (Tampa), 249,894, as compared to No. 22, Jefferson County, 10,413; No. 16, Nassau County, 12,811; and No. 9, Citrus and Hernando Counties, 12,804.

The House of Representatives would be increased from 95 to 103 members, two of the added members being assigned to Dade County and one to each of six other populous counties—Duval, Hillsborough, Orange, Palm Beach, Escambia and Broward. The disparity in representation, with respect to people, is still great, although apparently not as much so as in the case of the Senate.

Both the Senate and the House apportionment plans are closely linked to the state's 67 counties which vary in population from Glades (2,199) to Dade (495,084). Under the proposed plan Dade County would have five representatives, an average of one for 99,017 people.

To persuade the representatives of the counties of small population to approve this slight movement toward democratic representation, another proposed constitutional amendment was approved and submitted to vote in November. This would assure to each county an equal share of state racing taxes, amounting to about \$185,000 per county. Existing legislation to that effect would thus be frozen into the constitution.

Despite strenuous opposition, the increase in the size of the legislature was permitted to become effective in 1961. Reapportionment of House seats among counties must wait until 1963. Further reapportionment of the Senate is delayed until 1971.

### **Council-Manager Plan Developments**

The most widely used form of government in the United States for cities of 10,000 and over is the council-manager plan. The *Municipal Year Book 1959*, just published, shows 562 council-manager cities at the end of 1958, whereas cities with the mayor and council form numbered 561. Adoptions of the council-manager plan in 1959 increase this lead.

The town of PLAINVILLE, CONNECTICUT, (1950 population 9,994) adopted a council-manager charter by a vote of 1,540 to 802 at a special referendum in May. A seven-member council will be elected in October. Plainville previously had the town meeting plan.

ANDREWS, TEXAS, (3,294) adopted the council-manager plan on June 9, 256 to 131, to go into effect July 1.

AVONDALE, ARIZONA, (2,505) has adopted the council-manager plan, effective June 8, 1959.

NEWPORT, VERMONT, defeated a council-manager proposal by a vote of 422 to 373 on May 12.

The Chamber of Commerce in TROY, NEW YORK, has invited organizations and individuals to join a Committee of One Hundred to help establish the council-

manager plan in that city. An expert has been engaged to draft a new charter.

RYE, NEW YORK, will vote September 10 on adoption of the council-manager plan.

The League of Women Voters of MOUNTAIN LAKES, NEW JERSEY, has started a drive to put the question of electing a charter commission before the voters in November. Efforts to have the township council put the question on the ballot have been unsuccessful. A manager charter is one of the possibilities.

The charter commission of NEW CASTLE, PENNSYLVANIA, after considering the options available for third class cities under state legislation, has voted to recommend adoption of a council-manager charter at the November election.

The executive committee of a 48-member study committee in COLONIAL HEIGHTS, VIRGINIA, favors adoption of the council-manager plan. The Petersburg *Progress-Index* reports that Colonial Heights is the only city in Virginia still operating with the mayor-council plan.

The council of the township of CENTREVILLE, ILLINOIS, decided in April to dispen-  
se with its manager.

Petitions calling for an election on the question of abandoning the council-manager plan have been filed in DES MOINES, IOWA.

In SIOUX CITY, IOWA, the council-manager plan was sustained by a vote of 9,143 to 8,821 on May 26.

EL DORADO, ARKANSAS, defeated a council-manager proposal, 2,417 to 1,550, at an election on May 19.

In DENTON, TEXAS, which abandoned the council-manager plan several years ago, a fifteen-man advisory committee that has been studying forms of city government has recommended return to the manager plan.

On June 8 voters of LEWISTON, IDAHO, defeated a proposal to adopt the council-manager plan, 1,210 to 1,056.

The WYOMING legislature has adopted

a statutory provision that in case of a delay by the city council in initially appointing a city manager or filling a vacancy in the office, it shall elect one of its own members to serve as manager, without salary, until a manager is qualified and employed; also that a manager resigning the office shall give the council 30 days' notice in writing.

The 45th annual conference of the International City Managers' Association will be held at the Chase-Park Plaza Hotels in St. Louis, October 25-29.

### ***Miami Beach Drops Primary Elections***

On June 2 voters of Miami Beach, Florida, one of the nation's oldest council-manager cities, decided by a majority of only 56 to end primary elections for city councilmen. The city thus reverts to its former system whereby any number of candidates may file for the general election to fill four council seats.

The primary plan, in effect for several years, had originally been sponsored by the Miami Beach Taxpayer's Association and it was this organization which fought unsuccessfully to retain it.

Seven other charter amendments, all of a technical nature, were approved by the electorate and four council seats were filled.

One interesting aspect of this election is that this is the first time the citizens of Miami Beach have had the opportunity to exercise the rights of home rule amendment of their charter. Under the provisions of the Dade County metropolitan charter, the county and the cities within it are given home rule privileges. Prior to the adoption of the "Metro" charter all changes in municipal charters were made by the state legislature.

G.P.

### ***Housing Codes Multiply In American Cities***

Six times as many United States cities have housing codes in force now as

four years ago, according to the National Association of Housing and Redevelopment Officials, which links them with slum prevention. At least 260 cities now have laws setting minimum requirements for safety and health in housing, compared to 44 cities four years ago. Many codes have encountered vigorous opposition in city councils and in the courts.

### ***AMA to Meet In Denver***

The 36th annual American Municipal Congress of the American Municipal Association will be held in Denver from November 29 to December 2, 1959. The dominant theme will be "Better Transportation for Your City."

### **A 'GREENBELT' BLOOMS**

(Continued from page 342)

school building needs met if the valuations per additional school child drop too low.

Communities using greenbelt-type planning can grow under the principal conditions of private ownership and enterprise and meet their community responsibilities as they grow. However, facing the economic realities of community growth—at least in Wisconsin—probably precludes any appreciable development of tax-exempt public housing to serve lower income families unless there is a large non-residential tax base to help carry the tax-exempt housing. Public devotion to the cause of building new towns for lower income families on any tax-exempt basis probably carries with it the concomitant responsibility to subsidize the construction of essential community facilities which cannot be provided in a normal manner for lack of a suitable tax base.

## St. Louis to Vote On Metro Plan

### Freeholders Propose Multi-Purpose District

ON MAY 6 the Metropolitan Board of Freeholders of St. Louis City-St. Louis County filed with election officials a plan for the creation of a multi-purpose metropolitan district to be known as Greater St. Louis City-County District. Leaving the existing local governments undisturbed, the proposed new government would have authority in a limited number of functional fields. Its jurisdiction would extend over an area that covers 554 square miles and includes 1,500,000 people. The plan will be submitted to the voters at a special election on November 3. Favorable majorities in both the city of St. Louis and suburban St. Louis County are required for adoption.

Appointed in May 1958<sup>1</sup> under enabling provisions of the Missouri constitution, the nineteen-member board of freeholders was charged with the responsibility of drafting a plan to modify governmental relationships between the city and county. Its authority was constitutionally limited to the development of one of four plans: consolidation of all existing local units into one municipal government, re-entry of the city into the county, enlargement of the limits of the city, and establishment of a metropolitan district.

The board completed its work in one year as prescribed by the constitution. It held 56 regular and 104 committee meetings, conducted 39 public hearings and heard more than 200 witnesses. Twenty-five meetings and hearings were televised.

<sup>1</sup> See the NATIONAL MUNICIPAL REVIEW, July 1958, page 342.

The proposed plan follows closely the recommendations made by the Metropolitan St. Louis Survey.<sup>2</sup> The organization of the district is modelled after the strong mayor-council form of government. Legislative authority is vested in a board of supervisors of fifteen members, eleven elected by districts (called boroughs) and four at large. Two of the members elected at large must be residents of the city and two of the county. In order to avoid a strict city-county dichotomy, the area is divided in such a way that four of the electoral districts or boroughs are completely within the city, three in the county and four cross the boundaries of the two jurisdictions. The supervisors are to be elected on partisan tickets for staggered terms of four years. Their yearly salary will be \$5,000. The board annually will select one of its members to act as chairman.

The chief executive of the district carries the title of president. He is elected at large on a partisan ballot for a term of four years. His position entitles him to a seat on the board of supervisors but no voting privileges. He has the power of veto and may appoint and dismiss department heads without board approval. The plan fixes his salary at \$1,000 per month until the 1961 election. After that time, the board of supervisors has authority to set his salary.

The plan gives the Metropolitan District power to:

1. Establish and control a metropolitan road system, including traffic regulation, construction and maintenance of arterial roads and streets, and regulation or operation of off-street parking facilities;
2. Regulate mass transit facilities and if necessary acquire and operate such facilities;

<sup>2</sup> See the NATIONAL MUNICIPAL REVIEW, October 1957, page 469.

3. Prepare and adopt a comprehensive master plan of development for the area and require substantial compliance with its provisions by the municipalities and other local units;

4. Take over the operations of the Metropolitan St. Louis Sewer District including the construction and maintenance of all public sewerage facilities; (The territorial jurisdiction of the present sewer district includes the city and only a portion of the county. Under the recommended plan these boundaries would be enlarged to cover the entire city-county area.)

5. Promote economic development by acquiring and assembling industrial and commercial sites for lease or sale to business concerns;

6. Assume responsibility for the organization and operation of all civil defense facilities within the district;

7. Establish and operate a centralized police communications system, a uniform crime reporting system, a police academy and a crime laboratory for the use of all police forces in the district.

The plan may be amended to include additional services when approved by separate majorities in the city and county.

To finance its operations, the Metropolitan District may levy a general property tax up to \$.50 on each \$100 of assessed valuation. It may also issue general obligation and revenue bonds and levy special assessments.

#### **Not Unanimous Choice**

The decision to submit the district proposal to the voters came after long and protracted debate. The members were in unanimous agreement from the start that (1) critical area-wide problems existed and (2) governmental reorganization of some sort was needed to cope with them. They were in sharp disagreement, however, as to both the range of these problems and how they should be met.

It became apparent at an early stage

that the membership had split into two factions, one supporting complete consolidation or merger of all local units, the other a multifunctional metropolitan district. The division, which became more pronounced as the work proceeded, was not on city-county lines. Three county residents—a large-scale residential developer who served as board chairman and two labor union officials—joined several representatives from the city in support of consolidation.

The third alternative, reentry of the city into the county—St. Louis has functioned as a city-county since its separation from St. Louis County in 1876—also won some support. The constitution, however, makes no provision for increasing the powers of the county government under this alternative. Hence, while the board could propose reentry, it could not give the county jurisdiction over matters of area-wide concern. Such an enlargement of county powers could only be accomplished by constitutional amendment. Had this impediment not existed, the urban county approach would undoubtedly have received strong support.

In November, six months after beginning its deliberations, the board voted to develop both plans simultaneously and to decide later which of the two would be presented to the voters. In December it voted ten to eight to concentrate its efforts only on the development of the consolidation proposal. It appeared at this time that supporters of merger were in the majority. However, the following month, the board reversed itself for the second time and agreed to proceed again with the development of both plans. These actions reflected the extremely close division in the membership's support of the two alternatives.

The outcome remained in doubt until the final vote, when the freeholders selected the district plan by a ten to nine margin. Six county and four city members provided the necessary majority. One important factor in tipping the scales

in favor of the district approach was the fear of some members that the public school systems would be involved in the merger plan. This concern was precipitated by a legal opinion of the board's counsel to the effect that merger of the political units would automatically bring about a consolidation of the city and county school districts.

After the final vote, four of the consolidation supporters—the board's chairman, two city representatives and the non-local member appointed by the governor—joined the majority in signing the plan. The five others, including the three labor union officials on the board, refused to sign. Several of the non-signers stated that in their opinion the district alternative offered no solution to the governmental problem of the area.

#### Organizing Campaign

An organization representing governmental, civic and business interests has been formed to campaign for the proposed district. The group's temporary chairman, A. J. Cervantes, president of the St. Louis Board of Aldermen, has appointed an executive committee of fifteen prominent citizens to draft plans for the campaign. This committee includes the presidents of the city and county chambers of commerce, the county league of municipalities, the St. Louis Young Republican Club and the League of Women Voters. Labor representatives have declined to participate on the committee until their organizations take official action on the plan. In view of the refusal by the labor freeholders to sign the district proposal, it seems likely that labor will either oppose the plan or take no stand on it.

A surprisingly small amount of public interest was displayed during the deliberations of the board of freeholders. The hearings were poorly attended, in some cases by only six or eight people, and only a few organized groups made any concerted effort to impress their views on the board. The sharp and at times heated

debates over the two plans among the freeholders evoked no corresponding response from the general public. Even groups and individuals whose interests would be affected by the adoption of one or the other proposal showed little concern. The attitude was generally one of "wait and see."

At the time of this writing, battle lines over the plan have not been formed. Neither Mayor Raymond R. Tucker of St. Louis nor County Supervisor James McNary has announced any position on the proposal. The political parties and civic, business and labor organizations are now studying the plan and their decisions should be made known soon. The St. Louis *Post-Dispatch* is strongly supporting the district and it is assumed that the other metropolitan daily, the St. Louis *Globe-Democrat*, will do likewise. The position of the suburban community press is not as yet clear.

Now that the plan is before the people, the campaign committee faces the monumental task of arousing public interest and support in the few months before the election. At this stage the battle appears to be an uphill one, although no intelligent assessment of the plan's prospects can be made until the support and opposition have crystallized.

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### Committee Reports on Capital Metro Area

In its final report the Joint Congressional Committee on Washington Metropolitan Problems<sup>1</sup> stated that "the

<sup>1</sup> See *Meeting the Problems of Metropolitan Growth in the National Capital Region*. Final Report of the Joint Committee on Washington Metropolitan Problems, Congress of the United States. See also *The Governing of Metropolitan Washington*, Staff Study for the Joint Committee, as well as other staff studies and committee hearings. United States Government Printing Office, Washington 25, D. C., 1958 and 1959.



immediate governmental need of the metropolitan region is to create a network of regional public works and services to support the estimated metropolitan growth. Beyond organizational measures to overcome the existing jurisdictional fragmentation of the area these should be realized by a combination of local initiative and federal assistance."

Specific committee recommendations were:

(1) "A new and limited structure for metropolitan government in which local and federal interests are appropriately reflected and joined." The existing National Capital Metropolitan Conference, composed of local officials, "may be developed into the voice of the region and the instrument of expressing and safeguarding local interests." Legal recognition of the conference by action of Congress, the Virginia and Maryland legislatures and local governing bodies was advocated. "The conference will develop further as an organ of regional government."

(2) "The planning of the needed system of public works should be undertaken by a regional development agency." This agency should be established by Congress and its members appointed by the president "subject to metropolitan residence qualifications, due consideration being given to nominations submitted by local governing bodies in the area." The development plan prepared by the agency after comprehensive studies of regional conditions would be finally adopted by local governing bodies "pending the creation of a region-wide representative body duly qualified for this purpose by state law" as contemplated in the first recommendation.

(3) Establishment of a regional statistical agency as an arm of the development agency would provide a means for developing "a uniform factual basis for decisions affecting the metropolitan area."

(4) "Regional public works should be the responsibility of regional operating

agencies established for this specific purpose in the fields of water supply and sewage disposal and transportation."

(5) To further the coordination needed among the local economic development agencies, an annual economic development conference was proposed.

(6) The regional development agency should explore with all interested agencies the desirable scope and magnitude of forward purchase of land for public purposes.

(7) Congress should make a policy declaration expressing the federal interest in the region and its orderly development, looking toward coordination of federal programs in the region.

(8) The jurisdiction of the House and Senate Committees on the District of Columbia should be broadened to include federal interest in the part of the region outside the District.

(9) "A coordinator for national capital affairs should be established in the Executive Office of the President."

(10) The government of the District should be strengthened by adding a comprehensive planning department.

(11) A metropolitan fiscal agency should be created to finance regional public works with power to issue bonds guaranteed by the U.S. Treasury and to make loans to operating agencies responsible for self-liquidating projects.

### ***Federation Recommended For Winnipeg Area***

A metropolitan federation for the Winnipeg area has been recommended by the Greater Winnipeg Investigating Commission. Established in 1955 by an order-in-council of the Provincial Cabinet of Manitoba, the commission's plan embraces the city of Winnipeg and sixteen neighboring communities (total population 425,000). If the provincial parliament accepts the plan, it will amalgamate existing municipalities into eight cities, each to be represented by its mayor on the metropolitan council. Also on the



council would be six controllers elected from districts each of which would contain both central city and suburban areas. The chairman, fifteenth member of the council, would ultimately be selected by the other members of the council. The first chairman would be appointed by the lieutenant-governor-in-council.

Full jurisdiction over water supply, public transportation, power distribution and airports would be given the metropolitan council. Certain aspects of sewer, highway, park, river control, planning and zoning functions would be the responsibility of the metropolitan agency. An innovation of the plan is the provision that the metropolitan council have the sole authority to tax commerce and industry in order to distribute revenue thus obtained "equitably over the whole metropolitan area."

### ***Tidewater Virginia Has Regional Commission***

The Southeastern Virginia Regional Planning and Economic Development Commission was created in April. This new agency encompasses five cities (Norfolk, South Norfolk, Portsmouth, Virginia Beach and Suffolk) and three counties (Princess Anne, Norfolk and Nansemond) in Tidewater Virginia.

The principal purpose of the commission is the development of "uniform zoning laws for the entire area and long range development programs." On the basis of initial plans the federal government has agreed to pay half the cost of the agency. The balance will be contributed by participating units on a per capita basis.

### ***San Diego County Decentralizes Health Service***

Public health services in one of the nation's most rapidly growing metropolitan areas is being handled on a decentralized basis. San Diego County's Department of Public Health has established

health centers in the major population centers, the primary health center being adjacent to the civic center in San Diego and the five secondary centers located at Oceanside, Escondido, El Cajon, Chula Vista and Southeast San Diego.

The people of the county now have available to them in the areas where they live the services they formerly had to travel miles to receive. Advantages to all the service personnel, including physicians, nurses and sanitarians, have been evident during the first few months of operations on the decentralized basis. The health education program of the department—as well as the clinical services—has been operating much more efficiently.

### ***Tri-State Transportation Body Urged for New York Region***

Inasmuch as there is no agency that is responsible for looking comprehensively at all forms of transportation in the tri-state New York metropolitan region, the Regional Plan Association has proposed that one be established by the governors of New York, New Jersey and Connecticut. It would deal with long-range aspects of metropolitan transportation rather than short-range projects or operations.

Such a transportation commission would review and evaluate the complicated array of organizations, mechanisms and fiscal devices for transportation in the area; it would study the relationship of transportation and the pattern of land development; and, with due regard to the total governmental fiscal problem in the region, it should "recommend, promote and negotiate with the legislatures and other public bodies for such changes in the legislative authority, organizational forms, responsibilities, policies, programs and financing of the region's transport agencies and other agencies closely affecting transportation as may be necessary and desirable to assure the best

(Continued on page 380)

## Illinois County Group Reports

### Suggests Remedial Laws, Long-Term Research Ideas

THE Illinois County Problems Commission, created as a continuing body by the 1957 General Assembly,<sup>1</sup> has made its first report to the legislature.<sup>2</sup> The commission was created to investigate "all germane factors in an effort to improve local government in counties," and specifically to examine the problems of salaries, licensing authority, tax rate limits, zoning and planning, and consolidation.

In thirteen regional hearings held between November 1957 and October 1958, geographically dispersed to include all areas of the state, more than 70 county officials testified before the commission, where they were encouraged to discuss any phase of county government. Direction of their testimony by the commission was extremely limited; usually it asked specific questions only with regard to county finances, fee officer earnings and tax administration, so that the respondents were free to discuss county government as extensively as their knowledge, interests and time would allow. As a consequence, testimony was variously significant or petty, consequential or inconsequential.

It is possible, however, to summarize the testimony. Budget and tax administration problems were most frequently mentioned, with the principal shortcomings listed as extreme dependence upon

property taxes at the local level; local financing of activities which in other states receive a higher percentage of state support; imposition of a state "multiplier" to increase, but not to improve, local assessments (thus reducing the state's support of education, welfare, highways, etc.); and almost complete anarchy at the local assessment level. Budget administration suffers from two weaknesses—a fifteen-month gap between assessment and collection of taxes and decentralized organization with tax levying, tax collection and budgeting machinery each under different control.

County organization for legislative and administrative purposes was a commonly noted problem. Eighty-four of the 102 counties have boards of supervisors, some of which number nearly 70 members. These boards are too large, they are weighted in favor of the rural townships and they lack leadership. Furthermore, the larger boards operate almost completely through committee systems which are frequently expensive and which receive only *pro forma* supervision by the entire board.

Illinois counties have numerous elective "fee officers," who control their own expenditures and personnel; good inventory control, purchasing, personnel and auditing practices are at best underdeveloped. Fees are a source of several subsidiary problems. Sometimes they are considered under the personal control of the officer who "earns" them, to be used for personnel and office expenses as he determines. Often an officer's effectiveness is measured by the fees he earns, even though there is no necessary correlation between fee earnings and the responsibilities the officer must bear. Concomitantly, some county boards expect officers to run their offices out of insufficient fee earnings.

<sup>1</sup> See the NATIONAL MUNICIPAL REVIEW, April 1958, page 184.

<sup>2</sup> *Report of the County Problems Commission*, Springfield, March 1959, 17 pages.

The average Illinois county is relatively small in area being about four hundred square miles. Most county officials did not consider their county's size a major problem. Illinois counties, however, also vary tremendously in their economic bases for support of a county framework of government and activities that is largely mandatory by constitutional provision and legislative enactment. In the southern part of the state especially, the rigidity of county governmental structure, coupled with limited tax resources and debt limitations, has placed counties in a financial strait-jacket. Several witnesses spoke of the "small county" problem, particularly with regard to finances, and sought commission help in solving their dilemma.

Finally, county officials expressed a great deal of concern about state interference in county government and of state imposition on the county of duties without providing a commensurate increase in income. Interestingly, however, none of these same officials complained of state interference *qua* interference with their rights; the only discussion of county home rule came from a faculty member who was invited to testify before the commission at its hearing on the campus of the University of Illinois. County officials simply want the legislature to provide them with increased income when the legislature directs the county to undertake a new or broadened function.

In proposing solutions to the ills that beset Illinois counties, the commission divided its recommendations into two groups: immediate remedial legislation and ideas for long-range study. The first group dealt largely with suggestions stemming from the need for more county revenue and from state imposition of duties without commensurate increases in county funds.

To improve county finances, the commission recommended: permitting a

sales tax for unincorporated areas (cities already may levy a sales tax), permitting counties to invest escrow funds in 91-day federal bills, requiring the state's attorney to turn over excess fees to the county general corporate fund instead of to the schools, allowing a full 100 per cent of property tax rates voted by referendum (present statutes requires a cutback to 80 per cent in some cases), reducing the minimum compensation which counties having a public defender must pay that official, abolishing requirement for precinct registration days, and eliminating the statutory requirement that counties must mail copies of constitutional referendum ballots to all registered voters. For small counties the commission recommended that they be allowed a higher tax rate for the general corporate fund.

\* \* \*

Other miscellaneous recommendations for 1959 General Assembly action included proposals to change the date of the quadrennial assessment of real estate so that it will fall in the second year of the township assessor's term instead of the first as at present, provide that the St. Clair County (East St. Louis) board of assessors be allowed to collect an assessing fee from the governmental units it serves, reduce the number of jury exemptions, and spell out clearly the responsibility of the county board to provide necessary expenses for county officers.

Obviously, the foregoing recommendations deal with only those problems which could be proposed without more detailed study and which were deemed to be politically feasible. Every recommendation save the proposal for a county sales tax received the unanimous agreement of the bipartisan commission. Perhaps more important, the commission's hearings demonstrated a paucity of thinking about county problems by county officials. To a certain extent, the first

"go-around" served as a self-educating process for county officials and the commission.

Therefore, the commission suggested for further study several matters which have potential for greater change and which are likely to stir up more opposition: The problem of consolidation of counties and/or county offices, reduction of the size of the county board and provision for county board leadership, limitations on county tax rates, classification of counties, and county financial reporting to the state.

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## Two States Abolish Office of Coroner

Efforts to eliminate the archaic office of county coroner continue unabated and indeed are gaining in momentum. The legislative sessions of 1959 gave attention to the problem in various states and in two, Oregon and Iowa, attempts to abolish the office were successful.

The 1959 Oregon legislature has adopted a law abolishing elective coroners at the end of their present terms, transferring their functions to the district or county health officers, who acquire the additional title of medical investigator and may appoint qualified assistant medical investigators. The proposal was actively supported by the Oregon Medical Society and the State Funeral Directors Association.

A chief medical investigator, who must be a pathologist, is created, appointive by the State Board of Health. He will have power to appoint his staff subject to the state civil service law, to establish a central laboratory service and to supervise the district or county medical investigators. An ex officio advisory committee, appointive by the governor, will recommend policy and standards.

The Oregon act was made possible by

passage of an amendment in November 1956, removing coroners from the protection of the constitution. It takes full effect in 1961. Multnomah County (Portland), which has a physician as elective coroner, is excepted from the provisions of the act.

Legislation enacted in Iowa abolishes all elective county coroners, as of the end of the term of present incumbents, December 31, 1960, in favor of qualified medical examiners appointed by the county supervisors from lists supplied by the local medical professions. An additional provision advocated by the State Medical Society and others, which would have provided for a central pathological service and supervision, was not passed.

A determined attempt was made in the Tennessee legislature to pass a bill along the lines of the National Municipal League's *Model Medico-Legal Investigative System*. The proposal had the support of the Tennessee Medical Association, the Nashville Academy of Medicine, the Tennessee Bureau of Criminal Identification, the State Department of Public Health, the attorney general and the medical examiners which exist in two of the state's cities. However, the bill died in committee.

In Utah, under the leadership of Dr. Richard H. Call of Provo and the State Medical Society, a bill was introduced to provide for a statewide medical-examiner system. The measure was endorsed by Governor George D. Clyde in his opening message to the legislature and hopes were high for its passage in view of the near success of similar legislation in 1957. The bill, however, was subjected to numerous and confusing alternatives and uncertainty as to the location of powers and was finally "embalmed" by the morticians.

The Medical Association of Alabama and the Alabama Association of Pathologists, after several years' work, have secured introduction in the Alabama leg-

islature, in its session beginning in May, of a bill to create an ex officio Commission on Post-Mortem Examinations, with authority to select and supervise a qualified chief medical examiner who, in turn, may appoint county or district examiners. Central pathological service would be set up in Birmingham at the Medical College of the University of Alabama. The service would supplement that of the statutory coroners who continue to be elective in all but two of the state's counties.

Two New York counties have secured enactment of special legislation looking toward abolition of their coroners. The statute for Monroe County (Rochester) authorizes creation of a medical examiner's office in the office of the county health director. The medical examiner, who must be qualified by five years of medical practice, is to replace the county's two elective coroners whose services are to terminate upon his appointment. In Lewis County the coroner's duties are transferred to the office of the district attorney.

North Carolina's medical-examiner system, to which counties have the option of adhering, has been fortified by the establishment of a state toxicology laboratory.

R.S.C.

## County Reorganization Gets Under Way in Iowa

In its 1959 session the Iowa legislature gave more than the usual amount of attention to county government and several bills dealing with alterations, some major and others minor, were accorded substantial bipartisan support. Enacted into law were:

1. A bill permitting consolidation within a given county, by referendum vote, of any two or more of the present county offices except those of the county

board members (supervisors) and the county attorney;

2. A bill lengthening from two years to four the term of office, beginning in 1960, of the county auditor, sheriff and clerk of the district court, and, beginning in 1962, of the treasurer and recorder;

3. A bill abolishing the office of county coroner and replacing that official by an appointive county medical examiner who must be either an M.D. or an osteopathic surgeon.<sup>1</sup>

Thus the only elective county office left unaltered by the new legislation, other than membership on the county board, is the constitutional office of county attorney. Bills permitting geographic merger of counties by popular vote, and providing for an optional county manager form of government, were given serious consideration and failed of passage only by a narrow margin.

One backward step was taken in the form of legislation which, by increasing fees received by the sheriff for the care and feeding of prisoners in the county jail, seems likely to encourage retention of the fee system in the sheriff's office. Notwithstanding this unfortunate piece of legislation, 1959 deserves to be considered as a good year in the cause of county government improvement. With only the office of county attorney provided for in the constitution, much more can be accomplished by mere legislative action in Iowa than in most states.

### Report on Counties

Professors Donald E. Boles and Herbert C. Cook of Iowa State College have prepared an analysis and appraisal of Iowa county government which appears to have served both as a reflection of popular interest in county improvement and as an aid in stimulating further

<sup>1</sup> See previous page.

interest which is resulting in legislative action. Prepared at the request of the Research Committee of the Iowa College-Community Research Center, a center sponsored jointly by the Committee for Economic Development, Iowa State College and the State University of Iowa, and released early this year,<sup>1</sup> the report gives attention to such matters as the present structure of county government, county budgeting and funds, county administrative reorganization and areas within which county government might be improved.

The longest chapter of the report, however, and perhaps the most significant, is concerned with county government costs. Here there is substantial evidence of work by the economist and the statistician who assisted the authors in preparing the study. Standard statistical devices are employed to show the extent to which area, population and other factors are associated with costs of county government—particularly with the costs of boards of supervisors. The chapter is replete with charts portraying statistical analyses and additional correlation charts appear in one of the appendices. Another appendix, prepared by the cooperating statistician, is devoted to methodology in the study of county government costs.

The final chapter of the report sets forth the authors' recommendations, several of which were approved by the Research Committee as policy recommendations for presentation to state legislators and the press: (1) Better methods of recording and reporting the facts, fiscal and otherwise, about county government, (2) statutory provision for optional forms of government, (3) provision for a short ballot with only the board of supervisors and the county

attorney remaining elective, (4) compensation of members of all county boards of supervisors on an annual salary basis, and (5) broadening of legislation permitting cooperative arrangements whereby officers serve two or more counties jointly with their salaries prorated among the counties so served.

Other recommendations, such as those for simplification of the county fund system and integration of various aspects of fiscal administration, were not opposed by the Research Committee but were not endorsed prior to the legislative session for want of time for their mature consideration.

### **NACO Holds Urban County Congress**

Local government problems in urban and suburban communities were the concern of a four-day Urban County Congress held March 15-18 in Washington, D. C., under sponsorship of the National Association of County Officials. The first national meeting of its kind in the country, the conference had as its general theme Practical Solutions to Urban County Problems. Central in the subjects receiving attention was the problem of providing local services to the growing number of persons who are migrating from the principal cities to suburban and unincorporated areas.

The 600 delegates in attendance were drawn in substantial part from the elected and appointed officials of urban counties and counties which will soon experience urbanization. In addition, there were other state and local government officials, representatives of urban and metropolitan study groups, and interested citizens. General chairman of the conference, and its keynote speaker, was Judge C. Beverly Briley of Davidson County, Tennessee. Among those addressing the delegates were Vice President Richard M. Nixon, Governor Edmund Brown of

<sup>1</sup> *An Evaluation of Iowa County Government*, Iowa College-Community Research Center, Ames, 1959, 92 pages.



California, Mayor Robert F. Wagner of New York, and four United States senators. Nearly a hundred panelists and discussion leaders participated in eighteen panels.

The program adopted by the conference emphasizes the need for revitalizing county government in order that it may discharge the responsibilities which are falling to it as a result of urbanization. Among its specific demands, as reported in *The County Officer*, are: (1) "Legislation which will modernize county government and liberate it from 19th century restrictions"; (2) "development of new tax structures which will free counties from dependency upon the real estate tax and provide them with revenue to supply mushrooming demands for municipal services"; and (3) "establishment of regional authorities to plan mass transportation and contend with area-wide problems."

In commenting upon the conference and its results, President W. H. Johnston of NACO declared: "County government has truly come of age and the Urban County Congress is a milestone in the affairs of counties and of our association."

## Connecticut Abolishes Counties

The 1959 Connecticut legislature has abolished counties as units of government, effective October 1. The measure was advocated by Governor Abraham Ribicoff. Although county government was established in the state in 1666, it had declined in importance, particularly since the mid-nineteenth century. At the time of its abolition functions of the county were limited to the operation of jails and a few other matters of minor importance, now assumed by the state. Towns have always been more important units than the counties in rural and semi-rural areas of the state.

## A New County For Wisconsin?

If state enabling legislation is forthcoming, the Menominee Indian Reservation in Wisconsin may become a new Wisconsin county. As reported in *The County Officer*, federal control over affairs of the Menominee tribe will end, in accordance with a recent act of Congress, on December 31, 1960, and by that time the tribe must have made provision for its own governmental organization.

The reservation comprises ten congressional townships—seven in the county of Shawano and three in Oconto. According to the tribe's proposal, a new county, to be known as Menominee Park County, would be created from this area and would include but a single town (township). Such a one-county-one-town organization, now permissible under state law, would make possible the consolidation of town and county offices where feasible. The new government would be supported principally from a property tax on the tribe's extensive timber lands.

## Manager Plan Rejected in Catoosa

Voters of Catoosa County, Georgia, in late March defeated by a margin of more than three to one a proposal for adoption of a council-manager form of government. The vote results in retention of the single-commissioner form of government under which the county has operated for sixteen years.

## South Carolina County May Study Manager Plan

The Chesterfield County, South Carolina, Grand Jury has recommended that "the advantages and disadvantages of a county manager system be studied." The recommendation was made to the county's delegation to the General Assembly and then referred to the clerk of the board of county commissioners.

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**Proportional Representation**

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George H. Hallett, Jr.,  
and Wm. Redin Woodward, Editors

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## Repeal Bills Die In Massachusetts

### P. R. Measures Passed by House, Rejected by Senate

VARIOUS measures to put P. R. repeal on the ballot in Worcester and Cambridge were defeated in the Massachusetts Senate after being passed in the state's House of Representatives. A late bill is not yet killed but is unlikely to survive as it must get a four-fifths vote in the House to be considered under applicable rules.

The bills were widely opposed by newspapers and by civic groups as an infringement on home rule, in view of existing provisions of law for putting the repeal question on the ballot by petition of a required number of voters at no less than four-year intervals. The defeat of the current legislative proposals disposes of the question of a referendum in Cambridge, which defeated its third repeal attempt only two years ago. The three Cambridge referenda showed growing favor for P. R.

The *Civic Bulletin* of the Cambridge Civic Association had this to say in commenting on the constant sniping at P. R. by the legislature: "Some politicians and diehards just won't accept the fact that a majority of Cambridge voters approve of P. R. voting. That approval is becoming more widespread. On a referendum vote in 1952, a plurality of 2,038 wanted to retain P. R. In 1953 the plurality was 2,877. And in 1957 the margin favoring P. R. had increased to 4,808."

In Worcester, which has not yet had a repeal question on the ballot, the matter is still open to any group that cares to seek the necessary signatures.

P. R. bills defeated in the legislature's current session also included a few pro-

posals of minor changes and one to prevent restoration or adoption of P. R. A law has been passed providing for a four-year waiting period before adoption of a previously rejected form of charter could be voted on, corresponding to the waiting period between repeal referenda. The original "Plan E" charter, providing a combination of the council-manager plan and P. R., is no longer available for adoption. P. R., however, can be adopted by itself as a method of election; the council-manager plan also may be adopted without P. R.

### Hopkins, Minnesota, Votes Out P. R.

The replacement of P. R. by plurality voting at large was one of four charter amendments adopted in a light vote (1,542 out of an eligible 5,202) by the city of Hopkins, Minnesota, on May 19, 1959. The vote on the P. R. repealer was 1,016 to 455. Only one-third of the members of the city council are to be elected at any one time under the new system and a primary election will be held if the number of candidates exceeds twice the number of council members to be elected. The nonpartisan feature of the election will apparently be retained.

A circular prepared and distributed to the voters before the election under the authority of the mayor and council purported to give arguments on both sides, but the arguments against P. R. were stated at much greater length. Whereas a point for P. R. was stated in the form, "Proponents claim it is easier for minority groups to obtain representation," the claims of the opposition were stated as assertions of fact; for example, "Proportional representation can produce a leaderless and ineffectual legislative body." The third of the three short points given as for

P. R. was stated in almost unintelligible form: "Check on machine rule and acts to destroy existing majorities." The last words are particularly puzzling as an argument for P. R. in view of the well substantiated claim of proportionalists that P. R. is the only system that can be counted on to give a majority of the voters a majority of the representatives.

The last P. R. election in Hopkins, held at the same time as the referendum, certainly destroyed no existing majorities. The voters reelected four incumbent councilmen and defeated three challengers. As usual, the election demonstrated the superiority of P. R. in securing completeness of representation. Eighty per cent of the voters helped on equal terms to elect the successful candidates, three of whom went in as representatives of separate quotas of 294 votes each, while the fourth was elected by 286 others. Seventy per cent of the 1,464 who cast valid ballots saw their very first choices elected.

### ***P. R. Election Held In Netherlands***

The national election in the Netherlands on March 12, 1959, resulted in the formation of a new coalition government on May 15 after negotiations completed a realignment of parties. The party list

system of P. R. used in Dutch national elections does not provide district constituencies, but elects all members of parliament (second house) at large.

The two largest parties each have a little less than a third of the vote. The previous coalition was led by the Socialists and Premier Wilem Drees. The new government coalition was formerly the Catholic People's party and several smaller parties and the new premier is Jan E. DeQuay. The election results are given in the table below.

### ***Some French Senators Elected by P. R.***

According to the constitution of the French Fifth Republic, P. R. is used to elect senators from seven large districts returning 60 of the 307-member Senate. Senators are chosen by indirect election, however, those participating forming an electoral college of 108,374 deputies, departmental and municipal councillors and special delegates from municipalities. Of these 22,965 participated in the P. R. portion of the election last April 26.

Most of the other 247 senators are chosen by the double election plurality system which was used in the Third Republic, but with constituencies returning only one, two or three members. Six are

PARLIAMENTARY ELECTIONS, THE NETHERLANDS  
March 12, 1959

<i>Party</i>	<i>Votes Cast</i>	<i>Seats Won</i>	<i>Percentage of Votes</i>	<i>Percentage of Seats</i>
Catholic People's	1,895,222	49	31.6	32.7
Socialist	1,821,677	48	30.4	32.0
Freedom & Democracy	732,952	19	12.2	12.7
Anti-revolutionary	562,996	14	9.4	9.3
Christian-Historical	486,204	12	8.1	8.0
Communist	144,371	3	2.4	2.0
Political Reformed	129,621	3	2.2	2.0
Pacifist Socialist	110,174	2	1.8	1.3
Reformed Political	39,967	—	0.7	—
Farmers	39,352	—	0.7	—
Dissident Communist	34,917	—	0.6	—
Positive Christian	1,340	—	0.0	—
	5,998,793	150		

ELECTION OF 60 FRENCH SENATORS BY A LIST SYSTEM OF P. R.  
April 26, 1959

<i>Party<sup>1</sup></i>	<i>Votes Cast</i>	<i>Seats Won</i>	<i>Percentage of Votes</i>	<i>Percentage of Seats</i>
<i>Bouches-du-Rhone District</i>				
Soc.	614	3	41.0	60
Com.	397	1	26.5	20
URD	363	1	24.2	20
IRA	123	0	8.2	0
	<hr/> 1,497	<hr/> 5		
Blank	23			
	<hr/> 1,520			
<i>Nord District</i>				
Soc.	1,399	3	31.3	33.3
UNR	1,251	3	28.0	33.3
MRP	1,018	2	22.7	22.2
Com.	759	1	16.9	11.1
GD	49	0	1.1	0
	<hr/> 4,476	<hr/> 9		
Blank	8			
	<hr/> 4,484			
<i>Pas-de-Calais District</i>				
Soc.	1,386	3	44.3	50
Ind.	546	1	17.4	16.7
Com.	494	1	15.8	16.7
MRP	475	1	15.2	16.7
UR	231	0	7.4	0
	<hr/> 3,132	<hr/> 6		
Blank	8			
	<hr/> 3,140			
<i>Seine District</i>				
Com.	2,176	9	36.2	40.9
CRI	1,270	5	21.2	22.7
UNR	1,264	5	21.1	22.7
Soc.	696	2	11.5	9.1
MRP	439	1	7.3	4.5
UFD	158	0	2.6	0
	<hr/> 6,003	<hr/> 22		
Blank	43			
	<hr/> 6,046			

<sup>1</sup> The following abbreviations are used for the parties: UNR: Union for New Republic; URD: Democratic Republican Union; MRP: Popular Republican Movement; UFD: Union of Democratic Force; UR: Republican Union (independent UNR); CRI: Independent Republican Center; CR: Republican Center; UN: National Union; GD: Democratic Left; IRA: International Rural Auxiliary; Soc.: Socialist; Com.: Communist; GGR: Left Republican Group; Rad.: Radical Socialist and Socialist coalition; Ent.: Entente; GCR: Communist and Rural Groups; Ind.: Independents (Peasant party).

chosen in a special way to represent the interests of Frenchmen residing in foreign countries. Only 267 were elected on April 26, the others being chosen in overseas districts at various other dates.

The results for the P. R. portion of

the election, as furnished by the French information office from news reports, is given in the accompanying tables. Insufficient statistics were available to supply comparable information on the remainder of the election.

ELECTION OF 60 FRENCH SENATORS BY A LIST SYSTEM OF P. R. (Continued)

<i>Party<sup>1</sup></i>	<i>Votes Cast</i>	<i>Seats Won</i>	<i>Percentage of Votes</i>	<i>Percentage of Seats</i>
<i>Seine-et-Oise District</i>				
UNR	1,113	3	29.5	37.5
MRP	762	2	20.2	25.0
Com.	703	1	18.6	12.5
GGR	578	1	15.3	12.5
Soc.	506	1	13.4	12.5
Other	112	0	3.0	0
	3,774	8		
Blank	99			
	3,873			
<i>Seine Maritime District</i>				
UNR	1,087	3	49.6	60
Rad.	367	1	16.8	20
MRP	272	1	12.4	20
Com.	241	0	11.0	0
CR	220	0	10.0	0
UN	3	0	0.1	0
	2,190	5		
Blank	29			
	2,219			
<i>Rhone District</i>				
Ent.	623	2	37.4	40
UNR	251	1	15.1	20
GCR	240	1	14.4	20
Com.	226	1	13.6	20
Soc.	154	0	9.2	0
MRP	114	0	6.8	0
Other	59	0	3.5	0
	1,667	5		
Blank	16			
	1,683			

<sup>1</sup> See previous page for footnote.

## Taxation and Finance . . . .

Jackson Phillips, Editor

## Borough Wins Bond Case

Ephrata, Penna., May  
Issue Revenue Debt

THE borough of Ephrata, Pennsylvania, recently won its case before the State Supreme Court, in which it sought the right to issue revenue bonds. On March 24, 1959, the court handed down its decision in the case of *Beam et ux. v. Borough of Ephrata et al.* In effect the decision approved the borough's right to issue revenue bonds to finance the improvement of the borough electric plant. The bonds will not be chargeable against the borough's constitutional debt limit because they will be secured solely by a pledge of the revenues of the electric department.

In approving the contemplated bond issue the court pointed out that for the past 25 years all types of municipalities have financed public improvements by use of the authority device. These self-liquidating projects were developed outside the framework of article IX, section 8, of the constitution and imposed no obligation or debt on the municipality. The court noted that "surely a municipality may do directly what it has done indirectly through the facility of an 'authority' without doing violence to article IX, section 8."

Pennsylvania has had laws authorizing the issuance of revenue bonds by municipalities for many years, but these laws previously have been inoperative because of another court decision. In the case of *Lesser v. Warren Borough* (1912) the Supreme Court held that a contemplated issue of bonds for the acquisition of a water company did create a debt in violation of article IX, section 8. This

has held, however, because the bonds were to be secured not only by the revenue and income of the water works but also by a mortgage lien against the physical property of the water works. In the event of default, therefore, borough property would be subject to foreclosure and the borough would lose both the property and the improvements. Because the Ephrata bonds are to be secured only by revenues, and not additionally by a mortgage on any physical property, the Lesser case objection did not apply.

The court held on two specific objections in the Ephrata case. First, it struck out an escrow agreement by which a local bank would have been designated escrow agent with authority to collect revenues of the electric system. The court held that this provision violated the constitution in that it delegated to a private corporation the power to perform municipal functions. This provision is not considered vital, however, and the borough will be able to collect revenues satisfactorily within the limits of the constitution.

The second objection to the proposed Ephrata bond issue was the provision for the private sale of the bonds at the option of the borough council. The appellants maintained that the bonds should be offered at public sale first, before the authorization of a private sale. The majority of the Supreme Court upheld the private sale, however, because the law does not specifically require a public sale of revenue bonds as it does for general obligation bonds.

### Congress Discusses Toll Road Reimbursement

Since the passage of the federal aid highway act of 1956, Congress has had before it annually proposals to reimburse those states which undertook the con-



struction of toll roads and other super-highways prior to creation of the interstate system of highways. The interstate system is a 41,000 mile system of limited access superhighways intended to connect most of the cities of the United States over 50,000. Now under construction over most of the country, the system had incorporated within it some 10,860 miles of toll roads and freeways already constructed.

The federal government is paying 90 per cent of the cost of the system, so that the 1956 legislation of necessity took some cognizance of the equity problem involved because some states had proceeded independently and ahead of the federal program with part of the program. The only cognizance taken, however, was that the problem of reimbursing the states should be studied. Thus, those states in line for some possible form of reimbursement annually attempt to get legislation passed, while the remainder of the states are either opposed or indifferent.

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Reimbursement discussion in the past few years has both generated heat and created confusion. In January of this year the Department of Commerce submitted a required study in which it outlined possible ways to pay back the states, which, as matters now stand, will be penalized for their initiative. The department remained carefully neutral but in testimony submitted the administration gave the impression that it was opposed to reimbursement at this time because it would slow down the construction program of the interstate system. It is estimated that some \$4 billion would be required to reimburse authorized states and, with the program already showing signs of getting off schedule, it is contended that this payment would slow it down further, increase the costs radically, or both.

There has been considerable confusion in regard to the provisions of H.R. 6303,

which is the reimbursement measure being actively promoted this year. Under this measure states would be reimbursed for both toll roads and free roads constructed between August 7, 1947, and June 30, 1957, which are actually incorporated in the interstate system. The repayment would be in specified annual amounts over the years 1961 through 1976 and would be made to state governments. It would have to be spent on urban or rural roads or on the federal-aid primary road system. Thus, the reimbursement procedure does not in itself look forward to any freeing of the toll roads.

As Paul Heffernan pointed out in the *New York Times*, toll road bond holders should not be misled by any swift reading of the word "reimbursement." The measure apparently contemplates continued operation of the toll roads as toll roads, with the debt issued for their construction to be paid out as initially contemplated, that is, out of toll revenues. The measure certainly does not contemplate reimbursement of bond holders, as some have believed in the past, nor does it make provision for freeing the roads of tolls.

Heffernan notes that, if the bill is adopted, the unreimbursed bond holder could well hold that acceptance of federal reimbursement by a state government made that state morally responsible for the eventual repayment of all the interstate system turnpike debt. But with states already finding additional moneys hard to come by, it is difficult to foresee many additional taxing programs advocated in which the purpose of the revenue would be to pay off toll road bond holders.

The measure now before Congress is not given much chance of passage this year. States deriving major benefits from the proposed reimbursement plan for toll roads include New York, Illinois, Pennsylvania, Connecticut, Massachusetts, Ohio, Texas, Virginia, Kansas, Ken-

tucky, Maine, Florida and West Virginia. The West Virginia Turnpike has been proposed for inclusion in the interstate system but has not yet been actually approved by the Bureau of Public Roads.

### **Public Relations Campaign In Iowa City**

Iowa City, Iowa, has undertaken a public relations and public information project in which it seeks to create better public understanding concerning the property tax it levies and to inform the public on how the money is spent. It distributed 8,000 tax information pamphlets to its residents. The pamphlet provides simplified information on the city's finances and makes use of charts and other illustrative material to facilitate explanation.

The pamphlet notes that record sums of money, most of it supplied by taxation, are required to make possible the many functions of the nation, state and county. It notes that there are additional expenditures at the local level for schools and municipal government. It states that the taxpayer pays little more than the amount of his monthly telephone bill for police and fire protection, refuse collection, street and sewer maintenance, and all other services provided by Iowa City.

The city's tax dollar, the pamphlet notes, is divided four ways: 33.4 per cent to the municipal government, 0.5 per cent to the state of Iowa, 54.6 per cent for schools and 11.5 per cent to Johnson County. Thus, it points out, the taxation cost of operating the municipal government has declined proportionately since 1947, while the cost of schools has increased proportionately. An average tax bill, based on a \$3,000 valuation, is about

\$280, less a homestead exemption of about \$63, meaning an average tax after exemption of about \$217. The municipal government's share of 33.4 per cent totals about \$72. Streets take the largest single share, with other relatively expensive functions being police protection, sanitation, safety, employee retirement, and parks and recreation.

### **St. Louis May Increase Income Tax**

The Missouri legislature has approved a bill authorizing the city of St. Louis to increase its local earnings tax from  $\frac{1}{2}$  of 1 per cent to 1 per cent through submission of a charter amendment to the voters.

### **Oak Park Gets MFOA Award**

Oak Park, Illinois, is the 77th governmental unit to receive a Certificate of Conformance from the Municipal Finance Officers Association for its financial reporting. It was the unanimous decision of the MFOA Review Committee for Award of Certificate of Conformance that the *Annual Report from the Office of the Director of Finance of the Village of Oak Park, Illinois, for the Year Ending December 31, 1957*, substantially conformed to high standards of financial reporting established in the committee's publication *Municipal Accounting and Auditing*.

Certificates of Conformance have been awarded to annual financial reports prepared by three states and territories, three counties, six special districts, eleven Canadian municipalities and 54 U. S. municipalities.

Citizen Action . . . . .

Elsie S. Parker, Editor

## Citizen Group Adopts Ethics Code

**Sends Members, Public  
Officials Framed Copies**

THE matter of public ethics has been of interest to the Citizens League of Greater Cleveland since its founding in 1896, says its publication, *Greater Cleveland*. "The process of maintaining moral and ethical standards is a gradual, never-ending task. Each generation must remind itself constantly of the basic principles and concepts upon which democracy and the dignity of the individual rest. Lethargy toward ethics is the handmaiden of barbarism."

With this in mind, the league appointed a Committee on Ethics in Public Business in 1958. It was charged with the responsibility of calling to the attention of citizens, public officials and governmental employees "the importance of maintaining confidence in our democratic institutions by strict adherence to the highest level of ethics in the conduct of public business."

The second assignment given the committee was "to analyze and evaluate existing codes to determine if progress could be made in developing new norms." It met with many officials to secure their views, assembled dozens of codes from all parts of the country and levels of government, and studied and analyzed the data.

The resulting "Code for the Conduct of Public Business" makes at least one contribution to ethical progress. It "brings into focus the coequal responsibility of citizens and public officials for the standards of ethics in the conduct of public business."

The "Principles of Good Citizenship

and Public Service" which the code sets forth are these:

"1. Keep informed on community and governmental affairs.

"2. Vote at every election.

"3. Abide by the spirit as well as the letter of the law.

"4. Neither seek nor grant special favors.

"5. Act to bring honor and credit to the community.

"6. Transmit to the next generation a better government."

Under the title "General Conduct" it states: "Public officials and employees have a duty to maintain the highest standard of ethics in the conduct of public business. Citizens have an equal duty, in their dealings with public officials and employees, to refrain from conduct which may undermine these standards. All relations between citizens and public officials should be on a basis which recognizes and respects the special trust and unique responsibilities of public service."

In addition to the attractively printed document, which is suitable for framing,<sup>1</sup> a more extensive version is available in mimeographed form.

Governor Michael V. DiSalle of Ohio, upon receipt of the code, appointed a cabinet committee to develop a code of ethics for state employees. He gave the chairman of the committee the league's document, recommending it for consideration. The mayor of Columbus expressed interest and is studying the code's possible application to his city. A number of municipalities in Cuyahoga County (Cleveland) have already made, or plan to make, use of the code. One has distributed copies to all city employees.

<sup>1</sup> Code and frame may be secured from the Citizens League, Ten-Ten Euclid Building, Cleveland 15, at \$1.00.

### **Good Government League Wins Council Election**

The nine councilmanic candidates supported by the Good Government League of San Antonio were all elected this spring, giving the league complete control of the city government. Six of the nine were elected on April 7; the last three on April 21 at a run-off contest since no candidate had a majority in their districts at the earlier election.

In mapping its program for the coming two years the council, with the manager, will make a review of all policies now in effect and study proposed new policies with the aim of strengthening services. One of the items on the program is discussion of appointment of a charter revision commission to study possible improvements in San Antonio's council-manager charter adopted in 1952.

### **Did Weather Turn Tide in Kansas City?**

"A tornado warning in the late afternoon of election day [March 31], which probably kept 20,000 registered voters from the polls, may have had something to do with the unseating of the reform regime in Kansas City, Missouri, and opened the way for the old Pendergast crowd to regain control,"<sup>1</sup> reports the *Seattle Municipal News*. Reform candidates lost by narrow margins of from 275 to 2,000 votes.

In its story the *News*, published by the Municipal League of Seattle and King County, cites the answers to questions it asked of Carl B. Short, Jr., executive secretary of the Citizens Association of Kansas City. This organization defeated the Pendergast machine in 1940 and has elected its councilmanic candidates ever since, "who have given that city one of the best governments in the U.S."

<sup>1</sup> See the NATIONAL CIVIC REVIEW, May 1959, page 267.

Mr. Short ended his comments to the Seattle league questionnaire by stating: "The need of a Citizens Association for Kansas City is now greater than ever. Pressures have already been put on various contractors and businessmen doing business with city hall to again align with the factions. We are not dormant and you can rest assured that we will be scrapping every day. I feel certain that Citizens Association endorsed candidates can again be elected at the next municipal election."

### **Strengthens Ward And Precinct Setup**

A combination of new leaders and experienced organizers is sparking the growth of the ward and precinct organization of the Cambridge Civic Association, reports the group's *Civic Bulletin*. These volunteers work at the "all-important grass route level to insure Cambridge's political health." As a further development, a special apartment house committee has been formed to concern itself with the special problems and interests of apartment house residents and owners. It will arrange meetings and rallies and enroll new CCA members and helpers for the 1959 campaign.

### **Edison Foundation Makes Science Awards**

The Thomas Alva Edison Foundation held an awards luncheon at the Waldorf-Astoria Hotel, New York, on May 20, for presentation of its citations for "special excellence in education for youth and in science." Principal speaker was Dr. C. P. Rhoads, director of the Sloan-Kettering Institute for Cancer Research. Judge Nathaniel Kaplan, chairman of the New York City Youth Board, also spoke and joined with Edison Foundation trustees in presenting the awards. Walker L. Cisler, president of the Detroit Edison Company and president of the Edison Foundation, presided.

Awards recipients were:

1. *The Scientific American*, in recognition of distinguished educational service to the nation by advancing the understanding of science through accurate, informative and vivid reporting of the latest scientific developments;

2. Union County Regional High School District #1, Springfield, New Jersey, in recognition of distinguished educational service to the nation for special excellence in developing more effective teaching of science;

3. *A Parent's Guide to Children's Reading*, in recognition of distinguished educational service by guiding and assisting in the development of wholesome reading by young people;

4. Gilberton Company, Inc., for publishing *The Illustrated Story of Space*, one of the series, the World Around Us, as the best science comic book.

### **Civil Service Group Appoints Public Relations Committee**

A nine-man advisory committee of public relations leaders has been formed by the National Civil Service League, Nicholas Kelley, its president, has announced. Edward F. Thomas, vice president of J. Walter Thompson Company, is chairman.

The National Civil Service League was founded in 1881, and is a citizen organization devoted to adoption in government of a modern personnel system based on merit, gaining more public recognition for outstanding government personnel, and helping to encourage more competent young people to enter government service.

### **'Welcome Breakfasts'**

The Citizens League of Minneapolis and Hennepin County reports that after its fall membership drive it held a series of "welcome breakfasts" for new members, to inspire their interest in the

organization. At the breakfasts, held from 7:45 to 9 A.M., top officials and staff reported on some of the most significant developments of the league and held a question-and-answer period. New members are thus able to meet officers and staff as well as each other and are encouraged to become active in committee work.

### **Committee Meetings Triple**

Between 1944 and 1958 committee meetings of the Seattle Municipal League increased from 129 to 363; attendance climbed from 872 to 3,105 and projects considered by the committees increased from 20 to 72. "If there is any virtue in large citizens' participation in the affairs of their local government," says the league's *Municipal News*, "the league certainly has made a big stride in fifteen years. In fact, our inquiry last year discloses that there is no civic organization in even the largest cities that has any more committee activity on civic problems than the Seattle league."<sup>1</sup>

### **Citizenship Conference**

The fourteenth annual conference of the National Conference on Citizenship will be held September 16-19 at the Shoreham Hotel in Washington, D. C. This year's theme will be the motto on the conference seal, "U.S. Citizenship—Know It—Cherish It—Live It." Keynoter will be Hon. Arthur S. Flemming, secretary of health, education and welfare.

### **Civic Agencies Listed**

The Pennsylvania Economy League (Western Division) has published *A Study of Civic Agencies in the Pittsburgh Area—Adapting Civic Agency Structure to Meet Renaissance Needs* (Pittsburgh, 1958, 65 pages). The report was made

<sup>1</sup> See the NATIONAL MUNICIPAL REVIEW, July 1958, page 357.

at the request of the Pittsburgh Civic-Business Council to determine what changes, if any, are desirable. It points out the spots in local community facilities and services where increased concentration of effort will be required and offers a program for coordinating the activities of the various agencies involved in the civic picture.

### **Annual Meetings**

Governor Nelson Rockefeller of New York State, Mayor Robert F. Wagner of New York City, State Comptroller Arthur Levitt and William J. Ronan, Governor Rockefeller's administrative secretary, were all speakers at the fifteenth annual Institute of Community Leadership of the New York State Citizens' Council, held in Albany June 24-27. The institute reviewed "community responsibility as it looks in Auburn, Pleasantville, Setauket and New York City—case histories of community action." Other topics included urban renewal, industrial development, school problems including taxation, college-community cooperation, county government and the family's role in the community. Topics were discussed at workshop sessions led by specialists in each field.

The annual luncheon of the Detroit Citizens League was held May 29. Speaker for the occasion was O. W. Campbell, manager of Dade County, Florida, whose subject was "Is Metropolitan Government Possible?" Mr. Campbell described the new metropolitan setup in Miami and Dade County.

Robert J. Whan, associate for municipal governments in the Ford Motor Company's Office of Civic Affairs, spoke at the annual luncheon of the Greater Toledo Municipal League. His subject, "Corporations and the Community," covered such matters as the business corporation's responsibilities as a citizen of communities in which it has plants and offices and the corporation's relation-

ships with officials and citizens of these communities.

### **Strictly Personal**

The Citizens League of Minneapolis and Hennepin County has chosen Frank W. Walters, vice president and assistant general manager of Dayton's, as its president for 1959-60. Mr. Walters was chairman of the executive committee last year and has been active in the league's work since 1954.

Paul P. Ashley, in a unanimous vote on May 18, was reelected president of the Municipal League of Seattle and King County for a one-year term.

## **METROPOLITAN GOVERNMENT**

(Continued from page 363)

development of the metropolitan transport system and the region in the next 25 years."

It is suggested that each governor appoint a state commission of a certain number of members—possibly seven each—representative of the state's interest in transportation, highways and the general development of land and industry, with several elective local officials and private citizens of the area. Each such state commission would be authorized to act as a single state agency or, together with one of the other states, as a bi-state agency in connection with particular situations, and also as a tri-state body in relation to the over-all transportation problems of the region.

The association notes that comprehensive metropolitan study programs have been launched in such metropolitan areas as Chicago, Philadelphia, Detroit, St. Louis, Pittsburgh and Washington, the Chicago study having a \$3,500,000 program and the Philadelphia-Camden study, involving nine counties in two states, \$2,500,000. The funds have been contributed jointly by cities, counties, states and the federal government.

H.M.O.



## Urban Growth Affects Counties

### Wisconsin Bureau Surveys Their Role and Problems

"COUNTY government in Wisconsin is both directly and indirectly affected by the continuing growth of population and the movement of our population to the cities," reports the Bureau of Government of the University of Wisconsin Extension Division in *County Government and the Problems of Urban Expansion* (Madison, 1959, 108 pages). Following are some of the findings of the study as listed in its summary:

"Urban growth has been much more dramatic than that for the state as a whole, concentrating in the southeast part of the state and centering on Milwaukee. Of special significance in the rapidly growing urban areas is the fact that the rate of suburban fringe growth around communities of 25,000 or more has typically exceeded the rate of growth of the central communities. . . .

"County government operations and responsibilities have increased considerably over the past two decades and show every sign of more increase in the immediate years to come. Over the years major shifts have occurred in the division of tasks between the state and the counties. Although the state has tended to assume direct responsibility for the performance of functions which have a particular impact in urban areas, thereby tending to reduce the importance of the role of the county as the agent of the state, the county's functions as a local unit of government have increased markedly. This has been true for those activities of the county which are optional or permissive to a larger extent

than for those activities which are mandatory upon the county. Paralleling the increase in activities is an almost three-fold rise in county expenditures since 1935, and probably a comparable rise in the number of persons in the county work forces.

"The problems that counties face arise as much from the changing pattern of state-county relations as from urban fringe growth. Under the impact of urbanization town governments find it impossible to survive, and municipal jurisdictions frequently cannot expand fast enough under present statutes to solve the governmental service and regulation problems that press relentlessly upon them. Is it an appropriate course of action to so redefine and reshape county government so that it can provide a more responsive and more effective instrument of government in the rapidly growing areas of the state?

"In this changing situation, the problems that counties face can be grouped into four main categories: Rigidity of structure and powers, that is, county uniformity; the continued increase in the size of boards as well as inequalities in representation; diffused and uncoordinated administration; the provision of urban-type services. . . .

"The present method of selecting supervisors results in a legislative body at the county level which is among the largest in the nation. Continued population increases and urbanization will very likely further increase the size of the board in the large urban counties though at a lesser rate than population increase. Moreover, wide variations exist in the number of electors represented by supervisors, variations not only among counties but within individual counties. . . .

"Various methods can be employed: (1) To reduce the size of county boards

or at least to prevent further increases and (2) to secure greater equality of population representation, at least within individual counties. It is possible to apply these methods to the group of urban counties where the problem is most severe and leave the remaining counties untouched. . . .

"Counties, particularly the large urban ones, face problems of organizing to administer and manage an increasing variety of services and service functions. They vary considerably in the way they are presently organized to perform these services. Systematic study and careful scrutiny of present county organization, management and services needs to be made . . . before urban growth outruns the ability of counties successfully to administer their affairs."

### **List Alternatives For California Community**

Future governmental alternatives available to a California residential community are considered in *Solana Beach 1959*, by Don Leiffer, Richard Bigger and James Harmon (Public Affairs Research Institute, San Diego State College, San Diego, 1959, 60 pages). Solana Beach, part of the metropolitan complex of greater San Diego, is becoming increasingly an urban and suburban community. The area will soon need more urban-type services with a corresponding rise in government costs. The question the study poses is: how will this be done with proper protection of public interest and prudent use of public moneys?

The following alternatives appear to be most feasible: (1) Annexation to San Diego, (2) incorporation, (3) incorporation with San Diego providing municipal services under contract, and (4) incorporation with another local community as a single entity.

Incorporation is possible for Solana Beach provided people are willing to

assume the increased financial responsibility in return for the local control incorporation provides.

### **Compiles State Grant-in-Aid Statutes**

State grants-in-aid to towns and cities in Connecticut are becoming increasingly significant for the finances of state and local governments. As the number and magnitude of town and city government activities grow, local officials are constantly searching for available state assistance.

For the conscientious official seeking all the aid his town can get, the state grant system is confusing. Each of the 36 major grants has its own statutory authority, method of applying, paying agency and formula. None of the grants comes automatically to the towns; each must be applied for specifically.

In response to requests from local government officials, the University of Connecticut's Institute of Public Service has published a reference guide to the state aid system, *State Aid to Local Government in Connecticut* (Storrs, June 1958, 34 pages, 50 cents), prepared by Patricia Stuart. The guide is a compilation of statutory provisions for state grants in such areas as education, highways, welfare, health and redevelopment.

### **Council Summarizes Intergovernmental Devices**

A wide range of cooperative relationships has developed between and among federal and state governments. *Patterns of Intergovernmental Cooperation* (Chicago, Council of State Governments, January 1959, 24 pages, \$1.50) summarizes many of the arrangements now in use.

The study considers the possible types of congressional action which determine the limits of federal action and the areas for state initiative. Useful legal devices

for making cooperative arrangements—compacts, contracts and agreements—are described. Specific cooperative techniques are summarized, with examples of their application—cooperative drafting and program planning, interdependent or interlocking legislation and administration, and a variety of cooperative fiscal arrangements. No effort is made in the report to categorize the techniques by levels of government since many of them can be used on either a federal-state or an interstate basis.

### ***Annexation Guide Book Revised***

The third edition of *Annexation? Incorporation?—A Guide for Community Action*, by Stanley Scott and Lewis Keller (Bureau of Public Administration, University of California, Berkeley, 1959, 228 pages, \$3.00) is revised and expanded. This guidebook presents procedures for studying annexation and incorporation, methods of estimating their effect upon local finances, arguments for and against their use, laws under which annexations and incorporations must be conducted, and samples of legal forms and documents California requires for either procedure.

The study includes a bibliography on annexation, incorporation and metropolitan problems, as well as discussions of consolidation and disincorporation of cities, the effect of annexation or incorporation on special districts, and the borough plan of government.

### ***Speakers Discuss Local Government Finance***

Selected papers and discussion from the Institute of Local Government's Conference for Municipal and Local Finance Officers of Pennsylvania, October 17 and 18, 1958, have been published with the title, *Improving the Financing of Pennsylvania's Local Governments: Policies and Administration* (edited by Robert A.

Sigafoos, University Park, 1958, 70 pages). Featured speakers and panelists, other than the academic personnel of Pennsylvania State University, come from the ranks of outstanding municipal finance officers, the Pennsylvania General Assembly and state executive departments, national public administration associations, the federal government, banking and investment professions, and other universities and colleges. The topics they consider are taxation and fiscal policies, capital improvement planning, assessment administration, financial management and finance legislation.

### ***Discuss County Home Rule for Michigan***

The American county of today is still the creature of state constitutions written before the urban growth of the present century, and Michigan counties are no exception, reports the Citizens Research Council of Michigan in *Home Rule for Michigan Counties* (Detroit, 1958, 28 pages).

The council reviews the legal status of Michigan counties, the definition of county home rule, county home rule in other states, and attempts to extend home rule provisions to Michigan counties.

### ***Floridians Concerned About Subcoastal Lands***

Florida's submerged coastal areas belong to the people of the state. Private developers, however, have been quicker than the general public or their representatives to take advantage of these lands. Concern over their development in the public interest has led the University of Florida's Public Administration Clearing House, in *Bayfill and Bulkhead Line Problems—Engineering and Management Considerations* (by Per Bruun and John M. De Grove, Gainesville, 1959, 36 pages, \$1.00), to view the submerged areas in terms of engineering and public administration problems.

### **Two Baltimore Studies**

The Baltimore Commission on Governmental Efficiency and Economy has issued *Baltimore City Officials Appointed by the Mayor—Their Duties and Qualifications Specified by City Charter or Other Law* (12 pages, 1959) and *Program for a Mayor—A Course of Action for Achieving Greater Efficiency and Economy in Baltimore City Government* (24 pages, 1959). In the latter study, the commission states that Baltimore must take a keen look at what lies ahead, appraise its financial needs and prospects, and adjust its taxing and spending policies and practices accordingly. The commission presents various recommendations for reaching these goals.

### **Cost-Revenue Analysis**

A selected bibliography, *The Cost of Providing Municipal Services as Compared to the Revenues to Be Derived from the Areas or Land Uses Served* (Institute of Government, University of North Carolina, Chapel Hill, 1959, six pages), prepared by Ruth L. Mace, is used by members of the institute's staff engaged in cost-revenue analysis research. It has been made available "as an aid to municipal administrators, city planners and those in research organizations who want to find out more about cost-revenue analysis—what it is and is not, what it can and cannot do."

### **Michigan Education Trends**

The Citizens Research Council of Michigan's *Profiles in Education* (Detroit, March 1959, 24 pages) presents certain state education facts believed to be either unknown or unappreciated by the taxpaying public.

The study analyzes and discusses some of the major trends in Michigan public school education since the end of World War II. Lack of usable information has prevented a closer, desirable analysis of

the period; nevertheless available statewide facts show that many generally accepted beliefs about the state's schools require modification.

### **Texas City Government**

A discussion of different types of city government is presented in *Forms of City Government* (Institute of Public Affairs, University of Texas, Austin, 1959, 5th edition, 36 pages). Mayor-council, commission and council-manager types, together with the extent of their use in Texas, are described.

### **Metropolitan Government**

"Six Metropolitan Government Patterns in the Nation's 25 Largest Communities" is the subject of a Milwaukee Citizens' Governmental Research Bureau Bulletin (February 21, 1959, eight pages). The patterns are annexation, city-county consolidation, city-county separation, federation, special districts including authorities, and the urban or metropolitan county. Their descriptions are based on *The Metropolitan Problem* published by the Council of State Governments in 1956.

### **Debt Limits Studied**

For many years a prevalent complaint of political subdivisions in Pennsylvania has been that the constitutional debt limits are so restrictive as to prevent them from acquiring needed public works.

The Pennsylvania Economy League, in *Constitutional Debt Limits for Local Governments in Pennsylvania* (Harrisburg, December 1958, 64 pages, \$1.00) examines the existing constitutional debt limits, determines their adequacy to meet needs of local governments and suggests types of borrowing restrictions that would protect the fiscal health of political subdivisions while enabling them to meet their legitimate public works needs.

# Books in Review

## *Metropolitan Area Problems*

GOVERNMENT AND HOUSING IN METROPOLITAN AREAS. By Edward C. Banfield and Morton Grodzins. New York, McGraw-Hill Book Company, Inc., 1958. xxi, 177 pp. \$6.50.

THE METROPOLITAN AREA AS A RACIAL PROBLEM. By Morton Grodzins. Pittsburgh, University of Pittsburgh Press, 1958. 30 pp. 50 cents.

SUBURBIA — ITS PEOPLE AND THEIR POLITICS. By Robert C. Wood. Boston, Houghton Mifflin Company, 1959. xi, 340 pp. \$4.00.

THE CHANGING ECONOMIC FUNCTION OF THE CENTRAL CITY. By Raymond Vernon. New York 22, Committee for Economic Development, 1959. 92 pp. \$1.00. (Discounts on quantity orders.)

METROPOLIS AGAINST ITSELF. By Robert C. Wood. New York 22, Committee for Economic Development, 1959. 56 pp. \$1.00. (Discounts on quantity orders.)

Members of metropolitan study groups who will be catching up on their reading while on vacation this summer have an unusually rich fare awaiting them in this collection of recent titles. Each breaks new ground in the analysis of metropolitan areas. All point to dimensions of metropolitan problems which are of utmost importance yet are sometimes overlooked in the discussions of ways and means to effect more rational patterns of governmental organization for metropolitan communities.

These works illuminate problems rather than offer solutions. In fact, after outlining a "model for action" in the conclusion of their volume, Banfield and Grodzins point out that "there is no solution in any absolute or final sense. There is, however, the possibility of moving step by step from where metropolitan organization now is to where it ought to be." Having pointed out that an "analysis of political issues leads to the conclusion

that in most places in the immediate future there is little possibility that general governmental consolidation will succeed," they clearly indicate dissatisfaction with the present organizational status of government in metropolitan areas.

The chapters on metropolitan reorganization (both as problem and as remedy) are most provocative. Using housing as the functional focus has the distinct advantage of tying the discussions of planning and fiscal matters to something specific. The discussion of "conflict" and its management both in the short and the long run is of particular interest. This compact volume, in addition to its somewhat unorthodox approach to metropolitan reorganization, is packed with carefully presented factual information which will be most useful to those studying metropolitan problems.

In his separate monograph, Grodzins has developed a more extended analysis of the racial problem in metropolitan areas. Unquestionably growth patterns of American metropolitan areas and the "great schism of population" which he describes must receive increasing attention. He discusses the patterns of suburban exclusion and the social, economic and political consequences of population distribution. Grodzin's plea is that a variety of measures be undertaken to meet this difficult problem.

Robert C. Wood's *Suburbia* provides a much needed change of pace in metropolitan literature. It captures the reader's interest in a manner not often found in scholarly non-fiction. As he analyzes the most rapidly growing and least understood part of metropolitan areas, you wonder "how" the suburbs are going to fare in the intellectual plot he develops.

Articles of faith in the American political and social creed generally described as the values of the small town are given microscopic scrutiny. The central character of the plot is the "minia-

ture republic" whose superiority was so convincingly proclaimed by Jefferson. The central question is how does it look and act in suburban dress in the "age of bigness."

The two theories of suburban politics—conversion and transplantation—as well as the appraisal of no-party suburban politics will stimulate some heated arguments as will his treatment of "the special issue of the public schools" and "the new 'New Federalism.'"

Throughout the book, Wood skillfully weaves in quotations of scholars, commentators and others, but does not break the train of thought with footnote references. For the reader who is anxious to know his sources he has included detailed notes as an appendix.

Every suburbanite who has been caught in the morass of civic association, school, recreation, traffic, etc., etc., committees must read the Wood book.

While you are still thinking about suburbia, return to the central city and its changing role in the economy as described by Raymond Vernon. This change has serious implications for the metropolitan area as a whole. Suburbia already is feeling its impact. This monograph is a supplementary paper published by the Committee for Economic Development's new Area Development Committee. In this brief analysis Vernon previews some of the conclusions he came to in connection with the New York Metropolitan Region Study which he directed. He sees a continuing vitality for central business districts but growing obsolescence in the rest of the central city. Jobs in manufacturing, retail and wholesale trade and in offices are moving out to escape this obsolescence.

The second CED supplementary paper is also the work of Robert C. Wood. He now looks at the entire metropolitan region and sees the "metropolis against itself." He insists that the "residents of the metropolitan area change their con-

cept of local government . . . accept a philosophy of positive and coordinated action in place of a 'business as usual' and essentially competitive philosophy." This is required if local governments are to adapt to the metropolitan age. "The customary criticisms that the present structure is administratively inefficient, financially inequitable, poorly organized, and unnecessarily expensive, are not sufficient to bring about this change in outlook. Only a recognition of the new responsibilities of local government will go to the heart of the difficulty: the fact that big governments and policy-minded governments are essential companions of big and complex economic systems. . . . The issue is whether or not a modern economic system, requiring positive stimulation and selective aid and direction by public authority, can tolerate an unbridled laissez-faire profusion of governments which systematically avoid any responsibility for these matters. This is the basic issue which metropolitan growth poses for metropolitan government today."

W.N.C., JR.

**CITIES IN THE MOTOR AGE.** By Wilfred Owen. New York 22, The Viking Press, 1959. xiv, 176 pp. Illus. \$3.95.

This very readable book summarizes and comments on the proceedings of one of the best conferences on urban problems convened in recent years. The conference, held two years ago, drew together some three hundred of this nation's best urban thinkers and specialists: mayors, city managers, city planners, public administration specialists, highway and transit administrators, public finance experts, public and private housers, realtors, manufacturing and merchandising executives and federal governmental officials. The list of actual names was indeed a "who's really who" in municipal U. S. A.

The conference produced the best collective understanding to date of the form and meaning of the revolution of change



taking place in our metropolitan areas. If the discussions produced a lack of agreement on such topics as the future functions of the metropolitan hub areas, they at least dramatized the fact that drastic changes were occurring and that their future depended on public policies and decisions.

Mr. Owens' interpretive summary of the discussions is a valuable contribution to the literature on urban problems. His final chapter provides a good digest of the current emerging strategy for dealing with metropolitan problems.

DOUGLAS S. POWELL  
Planning Director

Regional Plan Association

### Reapportionment

MINORITY RULE: CHALLENGE TO DEMOCRACY. By George B. Merry. (Reprinted from *Christian Science Monitor*.) New York 21, National Municipal League, 1958. 8 pp. 50 cents.

UNREPRESENTATIVE STATES. By Manning J. Dauer and Robert G. Kelsay. (Reprinted from NATIONAL MUNICIPAL REVIEW, December 1955.) New York 21, National Municipal League, 1959. 6 pp. 10 cents.

The first of these pamphlets is a series of five articles, with tables and maps, prepared by George B. Merry, staff writer of the *Christian Science Monitor*. It represents weeks of competent research in the files of the National Municipal League and other sources, including the *Monitor's* field reporters, which produced a competent and fact-packed compilation of current knowledge about the malapportionment found in most states with respect to the districting of legislative seats. The result in most cases is rural over-representation, the most extreme case being Connecticut where 10 per cent of the population can produce a majority of the lower house.

Coupled with this fresh and important compilation is a stock of reprints of the

December 1955 NATIONAL MUNICIPAL REVIEW article by Dauer and Kelsay, including some minor corrections published in the REVIEW the following April, and now made available as the most recent demonstration that, despite the outcry by the cities across the country, the apportionment situation has in recent years further deteriorated.

These two items constitute the League's armamentarium on malapportionment. The League for the present covers the problem of remedy in a tentative mimeographed proposal, *Proposed Model Constitutional Article for Legislative Districting*, directed primarily toward finding within each state a neutralized authority outside the self-interested legislatures that can be depended upon to make an apportionment that is fair as between urban and rural areas and as between the two parties.

R.S.C.

### National Organizations

ENCYCLOPEDIA OF AMERICAN ASSOCIATIONS. A Guide to the National Organizations of the United States. (Second Edition) Detroit 26, Gale Research Company, 1959. 716 pp. \$20.00.

It seems inconceivable that there are 8,892 national organizations of a non-profit nature operating here in these United States, but this volume says there are and goes on to list them, beginning with the "Aaron Burr Association" and ending with the "Zoology, Society of Systematic."

Useful information is supplied on each of the organizations, little known and well known alike. Every entry carries the proper name, address, name of the chief executive or elected official, size of staff, purposes and functions, date of founding, approximate total membership, number of chapters, special committees or divisions, mergers and name changes, affiliated organizations, publications and their frequency, and the date of the annual meeting or convention.

This astounding array of organizations is indexed in a handy manner, first alphabetically and by key word, and then again by subject. The entries themselves are carried in the main body of the book under nineteen separate functional sections and are arranged within these sections by the key word in the organization title. This is the kind of reference work which makes one feel more secure for just having it handy on the shelf.

Quite appropriately, one early page is devoted to De Tocqueville's classic observation that: "The Americans of all ages, all conditions and all dispositions constantly form associations. They have not only commercial and manufacturing companies in which all take part but associations of a thousand other kinds: religious, moral, serious, futile, restricted, enormous, or diminutive. The Americans make associations to give entertainments, to found establishments for education, to send missionaries to the antipodes. Wherever at the head of some new undertaking you see the government in France, or a man of rank in England, in the United States you will be sure to find an association."

G.P.

## **Additional Books And Pamphlets**

(See also Researchers Digest and Other Departments.)

### ***Business Districts***

THE FUTURE ROLE OF THE CENTRAL BUSINESS DISTRICT—DALLAS, TEXAS. Dallas, Southern Methodist University, The Business Executives' Research Committee, 1959. 36 pp. Maps.

### ***Congress***

CONGRESS AND THE CHALLENGE OF BIG GOVERNMENT. By Oscar Kraines. New York, Bookman Associates, 1959. 129 pp. \$3.00.

### ***County Government***

MODERNIZATION OF NON-CHARTER COUNTY LAW. Final Report of the Assembly Interim Committee on Municipal and County Government. Sacramento, Assembly of the State of California, 1959. 19 pp.

### ***Education***

EDUCATION IN GEORGIA—1955 Thru 1958. Atlanta, Office of the Governor, 1959. 64 pp. Illus.

THE KANSAS HIGH SCHOOL AID FORMULA. Development of the Formula and Analysis of its Operations; and Payments Compared With Flat Grants Per Pupil; and State Funds Distributed to Local Units. Topeka, Kansas Legislative Council, Research Department, January 1959. 90 pp.

### ***Foundations***

AMERICAN FOUNDATIONS AND THEIR FIELDS VII. Fourth Supplement for New York. Edited by Raymond T. Rich and Alice M. Fair. New York 22, American Foundations Information Service, January 1959. 55 pp. \$10.

### ***Functional Consolidation***

FUNCTIONAL CONSOLIDATION OF LOCAL GOVERNMENT. Final Report of the Assembly Interim Committee on Municipal and County Government. Sacramento, Assembly of the State of California, 1959. 27 pp.

### ***Legislation***

DIGEST OF THE LAWS PASSED BY THE INDIANA GENERAL ASSEMBLY OF 1959. Evansville, Indiana, Tax Research Bureau, Inc., 1959. 61 pp.

### ***Metropolitan Areas***

HUB-BOUND TRAVEL IN THE TRI-STATE METROPOLITAN REGION. Persons and Vehicles Entering Manhattan South of 61st Street, 1924-1956. New York 36, Regional Plan Association, April 1959. 14 pp. \$5.00.

**METROPOLITAN COAST—SAN DIEGO AND ORANGE COUNTIES, CALIFORNIA.** By Richard Bigger, James D. Kitchen, Lyndon R. Musolf and Carolyn Quinn. Los Angeles, University of California, Bureau of Governmental Research, July 1958. 103 pp.

**METROPOLITAN DADE COUNTY, FLORIDA.** A Report on Administrative Improvement. Miami, Office of the Budget Director, February 1959. 16 pp.

**METROPOLITAN DEVELOPMENT GUIDE FOR THE MISSOURI-ILLINOIS ST. LOUIS AREA.** A Symposium. Edited by W. Phillip Shatts and Frederick T. Aschman. St. Louis, Metropolitan Plan Association, Inc., 1958. xiv, 163 pp.

**METROPOLITAN GOVERNMENT.** A Report to the Berkeley City Council. By John D. Phillips. Berkeley, California, Office of City Manager, November 1958. 70 pp.

**METROPOLITAN REGIONALISM IN FLORIDA (Revised).** Edited by Paul Douglass, Alice McMahon, Franklin Albert, Carl Feiss and Frederic Eberle. Winter Park, Florida, Rollins College, Center for Practical Politics, 1959. 128 pp.

#### **Mental Health**

**A MENTAL HEALTH PROGRAM FOR NEW HAMPSHIRE.** A summarization of the Report submitted by the American Psychiatric Association. Concord, New Hampshire Social Welfare Council, January 1959. 28 pp.

#### **Municipal Government**

**THE NATIONAL MUNICIPAL POLICY OF THE AMERICAN MUNICIPAL ASSOCIATION 1959.** Washington, D. C., The Association, 1959. 21 pp.

#### **Parking**

**INDUSTRIAL PLANT PARKING.** A Recommended Practice by the Institute of Traffic Engineers. Washington 6, D. C., Urban Land Institute, *Urban Land*, May 1959. 7 pp. \$1.00.

#### **Planning**

**PLANNING IN MANITOWOC COUNTY.** The Program, The Purpose, The Possibilities. Manitowoc, Wisconsin, Manitowoc County Planning and Park Commission, October 1958. 19 pp.

**THE THREE SIDES OF COMMUNITY PLANNING.** Address before the Community Planning Association of Canada. By Kent Mathewson. 26 pp. 1959. (Apply Author, City Manager, Salem, Oregon.)

#### **Public Administration**

**ELEMENTS OF PUBLIC ADMINISTRATION.** (Second Edition.) Edited by Fritz Morstein Marx. New York 11, Prentice-Hall, Inc., 1959. xxviii, 572 pp. \$6.95.

**PUBLIC ADMINISTRATION.** (Revised Edition.) By Marshall Edward Dimock, Gladys Ogden Dimock and Louis W. Koenig. New York 16, Rinehart & Company, Inc., 1958. xviii, 573 pp. \$7.00.

#### **Public Health**

**PUBLIC HEALTH SERVICES IN CINCINNATI AND HAMILTON COUNTY, OHIO.** By Vlado A. Getting. Cincinnati 2, The Hamilton County Research Foundation, 1959. viii, 109 pp.

#### **Public Libraries**

**GUIDEBOOK FOR TRUSTEES OF NORTH CAROLINA PUBLIC LIBRARIES.** By Ruth L. Mace. Chapel Hill, University of North Carolina, Institute of Government, April 1959. 88 pp.

#### **Salaries**

**IOWA MUNICIPAL SALARIES 1959.** Iowa City, State University of Iowa, Institute of Public Affairs in cooperation with the League of Iowa Municipalities, March 1959. 40 pp.

**1959 SALARIES OF WASHINGTON CITIES.** Seattle 5, Association of Washington Cities in cooperation with the University of Washington, Bureau of Governmental

Research and Services, April 1959. 23 pp.

#### **Special Districts**

**SPECIAL DISTRICTS IN THE STATE OF CALIFORNIA: Problems in General and the Consolidation of Sewer and Fire District Acts.** Final Report of the Assembly Interim Committee on Municipal and County Government. Sacramento, Assembly of the State of California, 1959. 33 pp.

#### **State Government**

**THE GOVERNMENT AND ADMINISTRATION OF ILLINOIS.** By Neil F. Garvey. (American Commonwealth Series, W. Brooke Graves, Editor.) New York 16, Thomas Y. Crowell Company, 1959. xvi, 622 pp. \$8.00.

#### **Taxation and Finance**

**COMPENDIUM OF STATE GOVERNMENT FINANCES IN 1958.** Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1959. 69 pp. 40 cents. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

**ILLINOIS LAWS RELATING TO MUNICIPAL FINANCE.** By Elbert S. Smith. Springfield, Office of the Auditor of Public Accounts, Municipal Audit Division, October 1958. 156 pp.

**NEW HAMPSHIRE INITIAL TOWN PROPERTY SURVEY REPORT 1957.** By Charles L. Crangle and Paul Hendrick. Concord, New Hampshire State Planning and Development Commission, Economic Growth Survey Committee, January 1959. 96 pp.

**OUT-OF-STATE INDIVIDUAL INCOME TAXES ON NEW JERSEY RESIDENTS.** A Memorandum Prepared for the New Jersey Commission on Out-of-State Taxation of New Jersey Residents. Trenton, New Jersey State Department of Education, Division of the State Library, Archives and History, Law and Legis-

lative Reference Bureau, February 1958. 32 pp.

**TAX INSTITUTE BOOKSHELF.** Princeton, New Jersey, Tax Institute, Inc., December 1958. 44 pp. \$1.00.

#### **Television**

**TELEVISION IN EDUCATION.** By Franklin Dunham, Ronald R. Lowdermilk and Gertrude G. Broderick. Washington, D. C., U. S. Department of Health, Education and Welfare, Office of Education, 1958. vii, 124 pp. 65 cents. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

#### **Urban Renewal**

**THE HUMAN SIDE OF URBAN RENEWAL.** A Study of the Attitude Changes Produced by Neighborhood Rehabilitation. By Martin Millsbaugh and Gurney Breckenfeld. Edited by Miles L. Colean. Baltimore, Fight-Blight, Inc., 1958. viii, 233 pp. \$3.50.

**URBAN RENEWAL.** By Reuel Hemdahl. New York, The Scarecrow Press, Inc., 1959. 367 pp. \$8.00.

**URBAN RENEWAL.** A Long-Range Program for Toledo. Toledo 4, Toledo-Lucas County Plan Commissions, September 1958. 53 pp.

#### **Water and Sewer Charges**

**WATER RATES AND SEWER CHARGES.** A Survey of Charges and Service Practices in Cities and Water Districts of Oregon. Eugene, University of Oregon, Bureau of Municipal Research and Service in cooperation with the League of Oregon Cities, 1958. 54 pp. \$2.00.

#### **Zoning**

**INTERESTED THIRD PARTIES IN ZONING.** By George B. Foss, Jr. Gainesville, University of Florida Law Review, Spring 1959. 33 pp. (Reprint.)

# Civic Causes Lose Three Leaders

Three prominent civic leaders who have been closely associated with the National Municipal League's activities died recently.

Charles C. Burlingham, who for many years has been described as "New York's prime citizen" and "elder statesman of the bar," died June 6 at the age of 100. He was the chief organizer of the successful fusion movements of 1913 and 1933 and was a leader in almost every worthwhile civic enterprise in New York for more than half a century.

As early as 1903 he was a member of the Committee on Instruction in Municipal Government in American Educational Institutions through which the League encouraged colleges and high schools to include such teaching in their curricula. For some years thereafter he was a League honorary vice president.

A current member of the League's Council, Earl Kribben, a leading figure in a wide range of community affairs in Chicago, died suddenly May 31 at the age of 55. Mr. Kribben, vice president of Marshall Field & Company, was president of the Northeastern Illinois Metropolitan Area Planning Commission, chairman of the State Street Council, a director of the Chicago Association of Commerce and Industry, the Civic Federation, the Taxpayers Federation of Illinois, and other organizations.

Norman MacDonald, executive director of the Massachusetts Federation of

Taxpayers Associations for 24 years, who served some years ago as a member of the League's Council, died June 3 at the age of 59. He had participated in many of the League's activities.

## House Committee Invites Bebout

John E. Bebout, League assistant director, was invited in June to appear at a hearing of the Intergovernmental Relations Subcommittee of the House Committee on Government Operations, of which Representative L. H. Fountain is chairman. The hearing will consider bills to establish a permanent advisory committee on the problem.

Mr. Bebout, who is on partial leave from the League as associate director of the New York State Temporary Commission on the Revision and Simplification of the Constitution, served several years ago as a consultant to the U. S. Commission on Intergovernmental Relations.

## Keith to Regional Plan

John P. Keith, former senior associate of the League, has been appointed executive director of the Regional Plan Association of New York.

For the past three years Mr. Keith has been assistant director of the American Society for Public Administration, with offices in Chicago, in charge of conference programming and other activities.



Earl Kribben



John P. Keith

## Awards Switched to Conference

The 1959 Fruin-Colnon Awards will be presented to the winners at the annual dinner at the National Conference on Government in Springfield, Massachusetts, November 17, it was announced last month.

Last year's awards were presented at the annual banquet of the Fruin-Colnon Contracting Company in St. Louis, co-sponsor with the League.

July 31 was set as the closing date for nominations for the awards, which are given for significant research efforts, published works, or specific accomplishments, or a combination of these.

Again winners will be selected by a panel of ten judges, nine appointed by the National Municipal League and one by the Fruin-Colnon Contracting Company. Any individual or group issuing a report, book or monograph, conducting a research project, or completing an action program during the twelve-month period ending June 30, 1959, which makes a significant contribution to the understanding and solution of the problems of urban and metropolitan areas, is eligible.

The program, financed by Fruin-Colnon, is administered by the League.

### **Modernization Sought**

Methods of modernizing the government of the town of Fairfield, Connecticut, were discussed recently by Richard S. Childs, chairman of the League's Executive Committee, in an address sponsored by the Fairfield League of Women Voters.

The meeting was attended by town officials and members of the current charter committee in addition to members of the sponsoring organization.

### **Kansas City's Loss Is Fort Worth's Gain**

L. P. Cookingham, League Council member, who resigned in May as city manager of Kansas City, Missouri, has been appointed city manager of Fort Worth, Texas.

During the nineteen years Mr. Cookingham served Kansas City it became known as one of the best governed large cities. His resignation followed the defeat of city council candidates backed by the Citizens Association.

### **Wheeler Chosen As Faculty Dean**

John P. Wheeler, Jr., director of the League's State Constitutional Studies Project, has been appointed dean of the faculty at Hollins College, Roanoke, Virginia.

At 31, Dr. Wheeler will be one of the youngest men in the country to occupy a post of this importance. He will take up his new duties in July at the college, from which he obtained leave of absence as assistant professor of government in January 1958, to join the League's staff.



John P. Wheeler

A graduate of Florida State and Syracuse Universities, Dr. Wheeler taught at Middlebury College before going to Hollins in 1955. He will continue his association with the constitutional project until its completion.



# Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

## Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1959) .....	\$ .20
Charts: Council-Manager Form, Commission Form, Mayor-Council Form (14¾ x 22"), 50 cents each, set of three .....	1.00
Forms of Municipal Government—How Have They Worked? 20 pages (1958) .....	.25
Facts About the Council-Manager Plan, 8 pages (1959) .....	.05
City Employees and the Manager Plan, 4 pages (1959) .....	.05
Comments of Labor Union Leaders in Council-Manager Cities (mimeo- graphed), 6 pages (1959) .....	.10
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1958) .....	1.00
The Citizen Association—How to Win Civic Campaigns, 64 pages (1958) .....	1.00
(The two pamphlets above may be purchased together for \$1.50)	

## Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 172 pages (1941) .....	1.50
Model County and Municipal Bond Law, 54 pages (1953) .....	1.00
Model County Charter, 109 pages (1956) .....	1.50
Model Direct Primary Election System, 46 pages (1951) .....	1.00
Model Investment of State Funds Law, 38 pages (1954) .....	1.00
Model Municipal Revenue Bond Law, 31 pages (1958) .....	1.00
Model Real Property Tax Collection Law, 60 pages (1954) .....	1.00
Model State and Regional Planning Law, 73 pages (1955) .....	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 63 pages (1948) .....	1.00
Model State Medico-legal Investigative System, 40 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957) .....	1.00

## Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1957) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952) .....	3.50
Coroners—A Symposium of Legal Bases and Actual Practices in 44 States, 90 pages mimeographed (1959) .....	2.00
Digest of County Manager Charters and Laws, 82 pages (1958) .....	2.00
Compilation of the 48 Direct Primary Systems, 55 pages (1958) .....	2.00
Guide for Charter Commissions, 44 pages (1957) .....	1.00
Guide to Community Action, by Mark S. Matthews, 447 pages (1954)....	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 40 pages (1954) .....	.50
New Era, New Thinking—Transition to Metropolitan Living, by Luther Gulick (Reprinted from NATIONAL CIVIC REVIEW) 8 pages (1959)....	.15
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1955) .....	.50
Proportional Representation—Illustrative Election, 8 pages (1951) .....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) .....	.25

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Report of a Committee of the National Municipal League, Adopted by the League, November 17, 1899, together with Explanatory and Other Papers. Macmillan, 1900.

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